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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY
GRAND COUNCIL TREATY #9
(OSNABURGH INDIAN RESERVE)



PRESENTED AT
OSNABURGH, ONTARIO
ON
DECEMBER 7, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

(OSNABURGH INDIAN RESERVE)
GRAND COUNCIL TREATY #9
261 - 3rd Avenue
Timmins, Ontario

PRESENTED AT

OSNABURGH, ONTARIO

ON

DECEMBER 7, 1977

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT
416/965-9286

MANULIFE CENTRE
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TORONTO, ONTARIO
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PLEASE REFER TO
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AND EXHIBIT NO. 9

No. 177

Royal Commission on the
Northern Environment
This exhibit is produced by

Fred Plain
this *7* day of *Dec* 19*77*

THE ROYAL COMMISSION
ON THE
NORTHERN ENVIRONMENT

OSNABURGH INDIAN RESERVE
DECEMBER 6 AND 7, 1977

BY
FRED PLAIN,
INDIAN ACT CONSULTANT,
GRAND COUNCIL TREATY #9

An Overview and Summary of Indian Community Presentations

An overview and summary of Indian community presentations at this hearing is presented on behalf of the Chiefs, Council and the people in the Treaty nine west area, by Fred Plain, Indian Act Consultant to Grand Council Treaty Nine.

Mr. Commissioner, in these past two days, you have heard our people. In the space of the past few weeks you have heard the Nishnawbe-Aski speak from their treasured position, as custodians of this land known as Northern Ontario. You will hear them speak again from Moose Factory Island, on the James and Hudson Bay coast. To dwell on what they have spoken to you, would be to reiterate the deep concerns of our people. I have no wish to take up your valuable time in repetition. From the basic positions stated to you in these preliminary hearings, will be established the framework for the future community hearings that could well determine the future of the Northern Environment. Our people will speak again and again. We will speak at the level of such Commissions as this one, that you are currently mandated to implement. We will speak at the level of both Federal and Provincial Cabinets and the governments they represent. To be silent at this time of spiritual and national rebirth, would be to grievously sin against the Great Spirit, who is quickening us to such an hour as this.

In your presence, Mr. Justice Hartt, we stand in awe and respect at the deep responsibilities that you have accepted. We acknowledge these responsibilities as very similar to those that were placed on the shoulders of our Chiefs, Medicine Men and our Elders, in this our traditional Cree and Ojibway society. And as our leaders, in their decisions on the proper respect and use of the environment, relied on the leadings and directions of the Great Spirit, we pray that you will be guided by the same Great Spirit in the far reaching decisions that you will make as you prepare your recommendations to the Ontario legislature.

Mr. Commissioner, we would briefly refer to some of the tragic consequences of the grand march of civilization and progress, as it manifests itself in areas where there are larger concentrations of Indian peoples. In an Ontario town that has been the base of one of your community hearings, a sign on the street read "Drive Carefully, drunken Indians crossing" . In other centres in this province, we hear the complaint of "lazy shiftless Indians" living on hand outs from the government and usually drinking all their welfare allotments. Racism, both overt and subtle is a grim reality to this generation. We do not ask you, Sir, through this commission, to actively deal with this extreme and delicate issue. We do ask you to consider the words of an Indian Chief in 1875, at the first government commission to the Indian people, that were spoken in North-western Ontario at the signing of Treaty #3. He said that he could hear the rustle of gold under his feet. He knew of the boundless resources of the land. He said the newer means to tapping these resources, as was being utilized by the new comer. He asked for assistance both financially, materially and also for human understanding and togetherness. He asked to be involved. We reiterate the words of that Chief that spoke in 1875. We are speaking in 1977. We will rise above the racist slurs and derogatory statements that result, when we challenge the unjust and immoral rape of this beautiful land. Justice Hartt, it is in your capacity and abilities that we recognize that you can relate to the Government of Ontario our concerns as Nishnawbe-Aski.

In conclusion, we remind you Sir, that, to exploit a land that is related to the life of its inhabitants, and hastens their death, both culturally and physically is contrary to the United Nations Treaty on Genocide, and is certainly a violation of the Universal Declaration of Human Rights. Our Chiefs, our Councils, and our Elders and our people, thank you for being a part of our life, these last two days in Osnaburgh.

No. 178 pls see No. 142

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

VEILLEUX, ANGE

PRESENTED AT

OSNABURGH, ONTARIO

ON

DECEMBER 7, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

VEILLEUX, ANGE

PRESENTED AT

OSNABURGH, ONTARIO
ON
DECEMBER 7, 1977

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Mr. Commissioner this is a follow-up to the Nakina and Geraldton hearings. Kimberly Clark made a presentation to you Mr. Pattrick stated that he had quote "very close feelings for the timber" and later said "the timber business was a viable proposition. He also said he had sufficient material resources to provide for these mills and yet they want to expand. They have enough and yet they want more. He went on to say that their all weather roads will be opened up for local area residents to hunt. These roads will be used by other hunters who hunt for sport and not to feed their families. Local area residents are hunting in these areas now. He said there will be no effect on the animals by cutting down the trees, if your home was torn down would that have no effect on you? Ontario Hydro had no answer for you concerning the flooding of the Lac Seul Graveyards and said that this was the first time they had ever heard of that flooding. Someone is not telling the truth, Mr. Hartt someone is suffering from development and Indian people are the ones who suffer. Why is it this way that whatever the government does Indian people are the first to suffer and last to benefit? Grassy Narrows People were promised hydro if they moved to a new reserve site due to Ontario Hydro flooding. They moved and after ten years they received hydro power. But before they even received hydro the Ministry of Natural Resources sent them two electric freezers to keep their imported fish in. That is why their name should be Mismanagement of Natural Resources.

I question what civilization means?

Take these meetings serious. Peter Kelly tried to express this to you along with our other leaders. We are not here for entertainment because it is not entertainment when people die as a result of someone's decision. You came close losing two of your people on the Nakina road. Human life is valuable remember that.

Two young boys in Nakina made a presentation to you stating that the pulp companies were not living by the regulations. They cut too close to lake fronts and rivers. This is truth.

Your Commission can do something about what is happening and if you all are sincere all you have to do is try!

I have hopes that in the future past injustices will be fairly dealt with.

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

JOYCE TIMPSON, CASEWORKER



PRESENTED AT

OSNABURGH, ONTARIO

ON

DECEMBER 7, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

JOYCE TIMPSON, CASEWORKER
KENORA, ONTARIO

PRESENTED AT

OSNABURGH, ONTARIO
ON
DECEMBER 7, 1977

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No. 180

Royal Commission on the
Northern Environment
This exhibit is produced by

Joyce Timpson
this 7 day of Dec 1977
Squawam

B R I E F

TO

ROYAL COMMISSION ON NORTHERN ENVIRONMENT

New Osnaburgh Hearing

Prepared By

Joyce Timpson, Caseworker

Family & Children's Services of the District of Kenora

December 1977

A sketch of how "progress" has affected
the children of New Osnaburgh, a reserve
in transition.

In previous settings of these hearings the Children's Aid Society presented its history and philosophy and the obstacles faced in our attempt to service to the children of the area. Today we will apply a few of these general concepts to a specific community - the New Osnaburgh Reserve.

Pickle Lake and New Osnaburgh are communities that are typical examples of how rapid, unplanned and irresponsible industrial growth in the North have contributed to counter development - counter development of people that is.

We speak in these hearings of protecting the trees, of protecting the wildlife. We hear people talk about the preservation of wilderness for wilderness sake. Let us redefine our priorities. Let us protect our people; let us preserve people for their own sake and let us not ignore our most precious and cherished natural resource; one that is not renewable if destroyed - our children.

It is my submission that the industrial activities that are taking place in this area are contributing to the destruction of the lives of children:

- a 9 day old child is brought to the nursing station dead - cause of death listed as "neglect"
- a toddler falls out of bed and freezes to death while his parents sit in the bar
- a 10 year old hobbles along on crippled legs due to chronic gasoline sniffing
- a 15 year old boy comes close to death by freezing when left drunk outside a cabin after a fight
- a 16 year old girl is beaten to death by her drunk boyfriend

These are only a few of many incidents of the last two years involving the neglect and abuse of children in this area.

The destruction of a child can take other forms than death. In the period between November 1, 1976 and November 1, 1977, the Children's Aid Society of Kenora District had in its custody at one time or another a total of 33

children from the New Osnaburgh reserve. Of this number 12 are permanent wards or are likely to become permanent wards and will never return to their natural families. On a previous brief to the Commission, I quoted that this agency had cared for 3.4% of all the children of the Kenora district. In New Osnaburgh this year we have had to care for 10% of all the children living here, a community that contains only 2% of all the children of the District. In all but 4 of these 33 cases the abuse of alcohol was directly related to the need to remove the child from his home.

The life of a foster child from a native home is not always good. As well as leaving his parents he must often leave his brothers and sisters, his school, his community and his language and culture. In all likelihood he must go to a white home. It is common for a child in foster care to experience several changes of foster homes. We have children who have experienced as many as 12 foster homes in the first 4 years of life. Foster care is used only as a very last resort for any child but in many cases the turmoil into which the child is thrown causes us to question which is worse for a child. When a native child is placed in a white environment the trauma he experiences is beyond our understanding. ~~There is no doubt that the child is~~
~~placed in a white environment and the trauma he experiences is beyond our understanding.~~
~~The child is placed in a white environment and the trauma he experiences is beyond our understanding.~~

I have quoted as 10% the percentage of children who are placed officially by the Children's Aid Society in Osnaburgh. There are virtually dozens of others who are being raised by grandparents or other family members due to the debilitation of their young parents by alcohol. A very conservative estimate might be that 1/3 of all the children of New Osnaburgh have lost one or both of their parents either temporarily or permanently due to alcohol abuse. Out of boredom and in their desperation children are resorting to the passtime of gasoline sniffing in epidemic proportions. There are documented cases of cripplings and even deaths due to this activity.

The New Osnaburgh statistics are startling to say the least. I could present statistics for other reserves such as Grassy Narrows which are even more shocking. On the other hand other reserves to the north experience these problems to a much lesser degree, if at all.

The Children's Aid Society can not keep up with continually being forced to place children in this way. Our responsibility is to protect children but very often foster care does not really protect the rights and welfare of children.

The responsibility of child welfare is the responsibility of every person in this country and every member of the community at large. The work of a Children's Aid Society can only pick up the pieces of broken families under the circumstances that exist in the North. Our workers must travel 180 miles to provide service to this community and as much as 500 miles to some other communities.

It is almost a truism to point out that there has to be a relationship between the rapid introduction of white industrial ways and the tragedy we see with native children. It would appear that the more isolated a ^{native} community is from white society, the less likely it is that the community will experience social and family breakdown. Who can say what the underlying reasons are? I cannot, nor do I feel it is important. I only know that these grim facts stare us in the face. And they are on the increase.

We would suggest that the Commission take special care in considering all the broken families, broken spirits and broken hearts that exist in communities like this. We would ask that systematic study be made of various communities with varying degrees of social problems. Reserves to study might be Grassy Narrows, New Osnaburgh, Lansdowne House, Fort Hope, Webequie and Summer Beaver. These reserves would provide a cross-section of reserves - from the very problematic to the problem-free. These communities could be examined historically and the following areas explored: how long have they been in contact with white society? to what extent was the economic base lost? and how? and what is the nature and extent of social problems experienced now? Reserves should be examined comparatively. For example, New Osnaburgh today could be compared to the New Osnaburgh of 20 years ago. Likewise New Osnaburgh today might be compared to Grassy Narrows when it was at a similar stage, for example 20 years ago. Perhaps by such careful study we can illustrate what the overall destructive ~~problem~~ ^{pattern} is and how it can be prevented.

We ask that the social consequences of Northern development be the first and foremost priority for consideration. We ask that legislation be enacted to ensure that adequate and appropriate social support systems be introduced to all new and developing communities before social breakdown begins. The access to a normal life must be provided as a right and not a charity.

In conclusion, the Children's Aid Society does not bear the sole responsibility of children's welfare. Our role is minimal and we act only when society fails a child. Child protection starts at the beginning level of all segments of society - at the individual level, the family, educational, medical and ^{most of all at} the economic and political levels.

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

THE ONTARIO SECRETARIAT
FOR SOCIAL DEVELOPMENT

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977



Ontario

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

THE ONTARIO SECRETARIAT FOR SOCIAL DEVELOPMENT
OFFICE OF THE DEPUTY PROVINCIAL SECRETARY
PARLIAMENT BUILDINGS, NORTH WING
QUEEN'S PARK, TORONTO, ONTARIO

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977

ROYAL COMMISSION
ON THE NORTHERN
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M4W 1A5

181
No. 181

Royal Commission on the
Northern Environment

This exhibit is produced by

Secretariat for Social Development

SECRETARIAT FOR SOCIAL DEVELOPMENT

this 15 day of Dec 1977
Spencer

SUBMISSION
TO THE
ROYAL COMMISSION
ON THE
NORTHERN ENVIRONMENT

HONOURABLE MARGARET BIRCH
PROVINCIAL SECRETARY FOR
SOCIAL DEVELOPMENT

DR. DOUGLAS T. WRIGHT
DEPUTY PROVINCIAL SECRETARY

KENORA, DECEMBER 12, 1977

SUBMISSION TO THE ROYAL COMMISSION
ON THE NORTHERN ENVIRONMENT

INTRODUCTION

This submission to the Royal Commission on the Northern Environment is in response to a request from Justice Patrick Hartt to the Deputy Provincial Secretary for Social Development for an explanation of the "objectives, organization, activities and plans" of the Secretariat for Social Development as related to the area north of 50° latitude. The Secretariat is also anxious to comply with Order-in-Council #1900/77 which directs all ministries, boards, agencies and committees of the Government of Ontario to assist the Commission to the fullest extent possible.

In light of our understanding of the function of the preliminary hearings as being designed to elicit information and views as to the terms of reference of the Commission, this submission does not address the question of issues and future policy options for the area north of 50°. It is understood that these questions will be the subject of future deliberations.

This submission is therefore divided into two parts; first, a description of the role and function of the Secretariat for Social Development within the Ontario Government and second, the involvement of the Secretariat in activities north of 50° latitude.

PART 1: THE SECRETARIAT FOR SOCIAL DEVELOPMENT

The Secretariat for Social Development was established in 1972 as part of the restructuring of the Ontario Government as recommended by the Committee on Government Productivity. The role of the Secretariat is two-fold. First, the Secretariat is responsible for co-ordination of policy development among the ministries in the Social Development Policy Field. These are the ministries of Health, Community and Social Services, Education, Colleges and Universities, and Culture and Recreation.

Matters for which the Secretariat provides this policy co-ordination function may emanate from several sources: Cabinet, the Cabinet Committee on Social Development, Management Board, the Provincial Secretary for Social Development, an individual ministry, or other Policy Fields. The consolidation of the wide range of programs and legislation for children within the Ontario Government into a new Children's Services Division in the Ministry of Community and Social Services in April 1977 is an example of an issue in which the Provincial Secretary for Social Development and her staff played a major role in policy development and co-ordination.

The second function of the Secretariat staff is to provide support to the Provincial Secretary for Social Development in her capacity as Chairman of the Cabinet Committee on Social Development, a committee composed of the five Ministers in the Social Development Policy Field. The meetings of the Cabinet Committee provide a regular forum in which Ministers discuss the implications of new policy initiatives and program developments of ministries within the Social Development Policy Field within

the framework of existing relevant policies, their general program responsibilities, and budgetary constraint, prior to consideration by the full Cabinet. In this context, the Secretariat staff provides an analytical support function to the Provincial Secretary by examining submissions to the Cabinet Committee and advising the Provincial Secretary as to inter-ministerial implications of particular initiatives or problems, and issues related to these initiatives.

Four Advisory Councils on Multiculturalism, the Physically Handicapped, Senior Citizens and the Status of Women report directly to the Provincial Secretary for Social Development. The Councils make recommendations to the government on programs and policies which affect these particular groups in our society and the Provincial Secretary works closely with the individual ministries in responding to their recommendations.

Since September 1975 the Provincial Secretary for Social Development has been responsible for the activities of the Youth Secretariat which was established in December 1972. The mandate of the Youth Secretariat is to focus concerns within the Ontario government on issues affecting youth by researching and formulating policy recommendations, providing information and referral on all Provincial youth programs and services and co-ordinating the Ontario government's summer employment "Experience" program and Ontario Youth Employment Program. The "Experience" program provides an opportunity for young people to obtain summer employment with Provincial government ministries or agencies. The Ontario Youth Employment Program provides a one-dollar-per-hour grant to private sector employers who create new summer jobs for Ontario unemployed youths.

PART II: INVOLVEMENT OF THE SECRETARIAT IN
ACTIVITIES NORTH OF 50°

Unlike the operating ministries in the Social Development Policy Field, the Secretariat for Social Development does not have any program delivery responsibilities and consequently does not administer any programs north or south of 50°. However, the Secretariat has played an active role in participating informally or as a member of interministry committees and working groups on a number of issues and developments affecting the area north of 50°.

In such instances, the role of the Secretariat is to identify general social implications and consequences of proposed developments, attempt to assess in general terms the demands which will be placed on program responsibilities of individual ministries and alert ministries within the Policy Field to particular issues which may be of concern to them. Examples include Interministerial Committees relating to the proposed Lake St. Joseph iron ore project, UMEX mine and Pickle Lake Townsite Development and deliberations leading to the establishment of the Royal Commission on the Northern Environment.

The Secretariat also assisted in the establishment of the Pickle Lake Manpower Committee in August 1976 to facilitate employment of Native people in the Pickle Lake area, particularly the Osnaburgh reserve at the UMEX mines. A review of the work of this Committee has recently been completed by the Ontario Manpower Secretariat and may be relevant to the deliberations of the Royal Commission.

With respect to the Design for Development program, the ministries in the Social Development Policy Field have recently completed a Social Development Strategy for Northwestern Ontario as part of the review and updating of Design for Development: A Policy Statement on the Northwestern Ontario Region 1971. It is anticipated that the new draft strategy will be published by the end of 1977. While the focus of the strategy is the more developed area of Northwestern Ontario, several of the initiatives proposed in the Social Development Strategy have particular relevance to the more remote communities north of 50°. The Secretariat for Social Development was responsible for co-ordinating the participation of ministries in the development of the social development component of the new strategy through the Social Development Policy Field Committee on Urban and Regional Planning.

In order to address the particular concerns of Native people, the Secretariat for Social Development has participated actively in the Advisory Committee on Native Affairs which is responsible for co-ordination of policy development within the Ontario government, and the Joint Steering Committee on Native Affairs which was established in February 1976 as the forum for consultation between the Registered Indian organizations in Ontario and the government on matters of mutual concern. Many of the issues which have been examined by both Committees relate particularly to the needs of the Native people north of 50°.

The Youth Secretariat operates a northern field office in Sudbury from which a field worker travels throughout the North to maintain contact with government ministries, private sector employers,

agencies and youth across Northern Ontario to provide a central information and referral service to young people in the North concerning government programs and services. Both the "Experience" program and the Ontario Youth Employment Program have been of benefit to young people in the North in obtaining summer employment.

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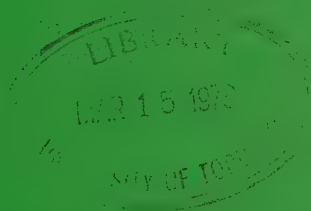
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UNIVERSITY OF WATERLOO

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977



ROYAL COMMISSION
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UNIVERSITY OF WATERLOO
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Royal Commission on the
Northern Environment

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School of Urban Regional Planning

this 15 day of Dec 1977

Spencer

A Preliminary Brief to the Royal Commission
on the Northern Environment

Introduction

In this presentation we wish to review selected factors which we believe should influence the report of the Royal Commission.

We have three points to make

- 1) Development is a term which has different connotations to different groups, and it may best be defined in terms of the goals chosen.
- 2) These goals should reflect the needs of the community and we must therefore define also the community which has a legitimate interest in the development of the north.
- 3) The community cannot set development goals in the absence of information about itself and its environment. Information must always precede policy making.

Towards a Definition of Development

We are asked to consider 'Northern Development', yet what is Development? It has various meanings depending on the goals of the group concerned. In southern Ontario we speak of 'developers' as the corporations which build the infra-structure of our cities, while in the north we use the same word to indicate the groups which build mines, mills, and dams. These groups extract wealth from the resource hinterland ('the underdeveloped area'), and

theoretically they usher in advanced manufacturing and service industries, thus fostering the creation of a healthy social and economic infrastructure. Unfortunately the resource hinterland is often stripped of its wealth without provision for the future and without reference to the needs of its inhabitants: It exists only to feed development in advanced industrialised areas. These trends are widespread in the 'Third World', but some critics claim that the same is true of the 'Fourth World': The Canadian resource hinterland.

Curiously, the leaders of industry and government are not the providers of an understanding of what real northern development might be. Groups like Treaty #9 with their declaration of Nishnawbe-Aske (The people and the Land), and displaced mineworkers have given us more homespun but accurate visions of what is wrong, and what could be done, than any government report.

It is useful at this point to formally define development

- (i) a gradual unfolding, a bringing into further view
- (ii) evolution or bringing out from a latent or elementary condition
- (iii) the growth and unfolding, of what is in the germ
- (iv) gradual advancement through progressive stages
- (v) a well-grown condition - a state in which anything is in vigorous life or action (our emphasis added)

To what extent can current Northern 'development' match these criteria? We see it as characterised by sudden change and expansion, by imposition of demands for materials and energy from beyond the northern environment, and by a lop-sided economic and social system in which the components are often in anything but a 'vigorous life or action.'

In contrast one may define exploitation as:

- (i) The action of turning to account, productive working or profitable management.
- (ii) The action of turning to account for selfish purposes; using for one's own profits

and we also define exploitative as:

Concerned with exploiting or turning to account natural resources
(eg. - 1885 - industries divided into exploitative and elaborative groups)

- Oxford English Dictionary

We see all of these processes taking place in the north. Thus we do not argue that development in the north has been ill-conceived, untimely, or otherwise badly managed. This is the problem and the dilemma: There is very little development in the north, only exploitation.

Goals of the Community

We suggest, on the basis of the definitions above, that the whole Canadian nation has an interest in the development of Northern Ontario. We are all affected by the fiscal and cultural capital which accrues in a healthy society, and we all share in the costs when development goes sour: one only has to look at the recent events in Sudbury to test the truth of this hypothesis.

People who live in Northern areas have a special interest which must be protected. Historically the more developed parts of the country have extracted wealth from the north and converted it into capital for use elsewhere (Bishop, 1974; Armson, 1976). Northerners are generally neither numerically nor economically powerful enough to influence significantly the course of events in their own communities. They are borne along by decisions made in the south, and indeed in other lands. It is scarcely

surprising that they often feel an antagonism to any "interference" from southerners.

We perceive a complicated relationship between communities: Ontario jealously guards its mineral and forest interests against the Federal Government, Inhabitants of Northern resource towns guard their interests against southern Ontarians, and the Natives of the far North protect their interests against those of the mining and pulp mill communities. We are looking at a nested series of Russian dolls: omission of any one of them makes the set rattle!

In support of this idea we give you examples.

- (i) The lease tentatively granted to Reed Paper Ltd in the Memorandum of Understanding does not extend as far north as the proposed lease on earlier maps - a curiously thin strip has disappeared. Removal of this strip puts the northern boundary conveniently to the south of several flanking Native communities. However, regardless of which boundary is used, there has been a refusal to consider that Native land use goes beyond Indian reserves and has a seasonal, fluctuating, border, or has many different borders for many different activities.
- (ii) R. W. Billingsley, ex-president of Reed Canada Ltd., was asked by the Dryden Observer on December 1, 1976 "if the proposed project would interfere with Indian ways and cultures". Billingsley answered "I cannot see how any such interference could occur. In the first place Reed would not be cutting trees on any of the reserves. The fact that we may get permission to cut in the new area does not give us any power to move into any of the reserves to cut trees or carry on any other operations on the Indian's land."
- (iii) The map of the lease in the Acres Report shows only 3 Native communities. They are all reserves. The researchers seem never to have considered that

some Natives live off the reserves, at settlements of their own choosing. Native people appear not to exist.

(iv) The strategic Land use Plan for Northwestern Ontario (Policy Recommendations) of 1970 mentions Natives only twice, and briefly: once to say that "the majority of the inhabitants (of Northern areas) are Indians with average incomes of less than \$1000 a year" and once to mention that Indians are not being discussed. This betrays the common belief that Indians don't exist - at all.

Yet this is the plan which asks for a pulp mill at Red Lake, and provides the rationale for an agreement for Reed to build a mill to use an area where neither the human inhabitants nor the resident trees appear to have been counted.

Similar decisions are made unilaterally in the south, regarding the northern resource towns. An example is the setting of railway freight rates. The refusal to acknowledge the existence of the north is less blatant, but still it is there.

Decisions are made at an international level, such as those concerning northern mineworker's jobs. There is little concern for the north. It exists only when it is needed.

Perhaps, as southerners, we can redress some of these imbalances. But if we try to do so we ask Northerners not to regard us as 'interfering' just because we care. We also ask that northerners not expect to take the whole decision-making power into their own hands -- to do so would render the same disservice to the south that the south has previously given the north.

"As southerners (we) have no hesitation in asserting (our) right to be heard on issues affecting the future of northern Canada. What we don't have

a right to do is to impose the needs of southern Canada on the North without taking into account northern needs and aspirations." (Can. Arctic Resources Committee, 1977).

What factors will foster the balanced decision-making which is advocated above?

- a) There should be adequate information about northern resources and northern people before decisions are made. This information must be made available equally to all people. We have expanded on this point in a later section as we believe it is crucial.
- b) Northern communities must establish their own goals, and development should serve those goals, not subvert them. It is absolute folly to expect a corporation based in Brussels, or London to have the best interests of Pickle Lake or Starret Olsen at heart. One suspects that the same often applies to governments based a thousand miles away.
- c) There must be workable mechanisms of public involvement to ensure that northern populations do have a fair share of decision-making. This has obviously not been the case in the recent past where government memoranda (Globe and Mail Oct 19, 1976) reveal a clear intention to prevent local populations from having any input into development decisions.
- d) Communities must be guaranteed more long term stability. We see the physical and human wreckage of boom and bust development all over the north, but we are most familiar with the northwest.

One can see at Pickle Lake the abandoned village of Pickle Crow with its darelict mine and poisonous tailings. Not far away, a new subdivision has arisen to serve the Belgian Umex mine that was started only two years ago. Now it is rumoured that the new mine will close.

To the west, at Red Lake, the same cycle is seen: the thriving village of Balmertown, the recently closed Madsen Mine, the squator of 'Tomahawk alley',

and the wretchedness of abandoned Starnet Olsen where only the desperate and the ingenious find homes.

One meets people who have lived in Thompson, Timmins, Yellowknife, Prince Albert, Val d'Or, Rouyn, or Cape Breton and are still on the move. In Ear Falls, trailer courts overflow - wiser now, northerners expect the necessity of moving and seem to prefer to lug their homes behind them. Forestry is sought by government as a replacement for the mines, yet the past record of the Reed Paper company makes one fear that it may only mine the forest (Carey, 1976).

Rumours abound that remaining Red Lake mines will close. Stories circulate here as elsewhere that mine managers have threatened to close mines if workers press for alleviation of grievances, or that plant closure would follow government insistence on pollution control. Managers complain about high worker turnover, and workers say that conditions make it impossible for them to stay longer. There is a climate of distrust.

Young people complain that there is nothing to do and want to go south, while young northerners in the south talk nostalgically about the north. Most people admit there is too much drinking.

Obviously, the hit-and-run economy of primary resource extraction has left human casualties.

We propose that any new developments, besides being acceptable to both white and native residents, must be explicitly long term commitments. If companies refuse to make such commitments then there is little point in having these enterprises as far as the north is concerned.

If development does not include long term commitments then it only perpetuates the vicious circle of boom and bust, and with it the unfulfilling aspects of current northern life. To attain stability we might give more

attention to sustained husbandry of renewable resources, diversification of employment opportunities (sometimes through unconventional channels) more processing of primary products, and more social amenities.

- e) Development must be as continuous and gradual as possible; not as massive, sudden, dislocating, and intermittent as present exploitation.
- f) Maintaining and strengthening cultural diversity and a sense of belonging must be given a high priority in the north. Cultures in equilibrium should be viewed as sophisticated social responses to the environment. They have an inherent wisdom that provides the starting point for meaningful development, but is destroyed by exploitation.

Ecology stresses that organisms and the environment are inseparable, and this is echoed by the indigenous declaration that "the people and the land are one" of Grand Council Treaty No. 9. We need only contrast the happy atmosphere in isolated Cat Lake to the despair of Whitedog, or the nutritive value of a country diet to the poor man's choice in the Hudson's Bay Store to appreciate the fragility of this wisdom. Richard Clarke, in his book "The Challenge of the Primitives" states: "The primitive society devotes its resources to the maintenance and nurturing of a social equilibrium, inherited from the past but always adaptable to the present. But we ...have been busy overturning and dismantling social structures inherited from the past.

"Our destruction of the few primitive cultures surviving shows a vandalism worthy to be compared to that of Herostratus who burned down the temple of Diana at Ephesus... that his name might be remembered by posterity if only for the perpetration of some appalling crime."

Should we perpetuate such cultural vandalism, even if it's done by neglect or blindness, and not willfully?

Land use should be considered at the same level as legalistic land ownership. It may not even be good enough just to consult Native people when their land is to be developed: it should serve their goals and they should have political power in making decisions.

We should also not view apparent Native hesitancy to put more than one foot into the market wage economy as being backward or as hokey or idealistic conservatism. A resident of Osnaburgh described his job at a mill. He had to endure heat, constant noise and choking dust while performing a routine and boring operation. The job frightened and saddened him. In 1976 the road to Pickle Lake was under construction. Some Native people were employed, but only in manning jack hammers or laying explosives.

If wage labour for Natives means the most boring, dirty, unhealthy or dangerous jobs, then we shouldn't be surprised at their so-called conservatism in wishing to follow traditional pursuits.

If these concerns apply to native people, they are just as relevant to European Canadians in the north. We should in no way consider that their needs are entirely satisfied by jobs and shelter alone. They also must strive to retain what is good and unique in the northern lifestyle, and to discard whatever detracts from fulfillment.

- g) Environmental protection, jobs, and human well-being. Corporations undertake business ventures to generate profits. Yet job creation is their main selling card and becomes the constant topic of popular discussion in northern communities. Boards of Trade or Chambers of Commerce show boundless enthusiasm to job creation in their own unique style. Expressions of concern over the environment are ridiculed

as unrealistically utopian or said to threaten employment. This belief is widespread: in upper New York State one can see bumper stickers reading "Out of work and hungry? Eat an environmentalist!"

Recently we heard of a northern mine union official (who does not wish to be named) who didn't wish to have miners monitored for contamination by toxic mill wastes because he feared the mine might have to close if results were bad. We have heard stories time and again that certain pulp mills would have to close if they were forced to control effluents, yet a search of our thick file of newspaper articles on forestry land pulp mills turns up almost no direct public statements to this effect. Nevertheless, northern towns are buzzing with new versions of the same old stories.

On Dec. 12, 1977, the Globe and Mail reported federal Energy Minister Alastair Gillespie as saying that his government would ask Ontario to reduce pollution standards at Inco to assist the ailing nickel industry. Thankfully, his remarks were greeted coldly by provincial politicians of all parties. Tom Beck, a member of the Canadian Petroleum Association made a rare departure from the usual industry practice of not attacking environmentalists in public when he addressed the annual meeting of the Canadian Society of Environmental Biologists. He stated: "of course we're in business to make a profit. Quite frankly I think the public will tell the government that if they have to choose between their present lifestyle and the environment, then the environment must suffer." (Globe and Mail, Jan. 9, 1976)

This is not necessarily the only choice and such unfounded statements prejudice public debate, especially when people are worried about job security.

The Ontario Government's own study on "Alternative Policies for Pollution Abatement in the Pulp and Paper Industry" documented the utter failure of present provincial policy. It showed that pollution abatement was well within the means of the companies, and that such measures would actually create jobs. Yet this study was suppressed for two years!

Forestry professor John Blair of Lakehead University has already told the Commission how present cutting areas are allowed to deteriorate even though the province will need almost twice as much timber within 50 years. Must we continue to sacrifice the future for the present? That future must naturally include future jobs too.

The Pearce Commission on British Columbia Forest Resources has advocated that British Columbia does not need more large-scale forest developments but rather "the promotion of special products industries, small scale forestry, and more variable licensing arrangements to accommodate the needs of different kinds of enterprises". The Financial Post's analyst (Dec. 4, 1976) sees little chance for the implementation of this policy, especially when the B.C. government is so closely connected with the large producers. Yet here in Ontario the government is supporting a proposal for the largest single forestry operation in the province's history.

Recent Canadian Pulp and Paper Association advertisements say "we need profits like trees need sunshine". Admitted by the Canadian pulp industry is currently in trouble. Will environmental protection be sacrificed again? Ian Barclay, Chairman of the Association, has stated that "the return does not provide the cash required to allow the company to remain competitive, by modernizing and expanding facilities

and making environmental improvements, and at the same time provide an adequate return to shareholders (Financial Post, Feb. 12, 1977).

The modernization needed is indeed great: the Quebec industry alone (about 33% of total Canadian pulp industry capacity and 44% of paper and board capacity) will require \$6 billion (Globe and Mail, Apr. 6, 1977). Perhaps current profits alone could not generate this capital. However, the Confederation of National Trade Unions claims that the failure of producers in Quebec to reinvest their profits in the industry has caused the woe it now faces (Globe and Mail, Sept. 9 1977). How much has the industry spent on pollution control? The Canadian Pulp and Paper Association's publication "From Watershed to Watermark" says that the national total was only \$250 million from 1960 to 1973 or some 8 - 10% of total investments.

The Commission would do well to sort out these contradictory statements and determine what is the real situation.

- h) Alternatives and innovations should be considered. These can be conceptual, cultural, technological or political; often, all are needed together. An example will help to clarify this point. People say that Native trapping will die out, the life is too hard, and there will inevitably be more concentration of native people on the reserves. Yet why is this occurring? Is it not because native children are forced to attend school in winter when they and their families would formerly have been widely scattered on the traplines? The timing of schooling in Canada relates back to when children were needed on the farms at harvest. It is irrelevant to natives who find their 'slack' time in July and August. Why not change the school year to suit

the culture, rather than vice-versa? A spin-off might be that more and better teachers could be attracted to work on the reserves, and there would be a distinct saving on heating costs of schools.

- i) There must be a continuing attempt to keep development in tune with the productive capacity of the land. This is particularly so in the field of forestry, but it applies also to pollution control.

Those involved in exploitation view jobs and environmental vigilance as oil and water -- And they'll always settle for the oil. True development would show that this is a bogeyman, and that environmental protection does not usually mean job losses.

- j) Bureaucracies cannot be considered apart from policy and the object acted upon by policy. Northerners, and particularly Natives, require their own, locally situated, mechanisms of administration.

The Role of Information

How do the members of the community choose appropriate goals for development? Ideally, they should be exposed to a complete range of ideas and options, together with all necessary factual information. More complex communities and organizations have a greater capacity to marshall ideas and facts than do simpler societies. In this respect the south is better able to make decisions than the north, the large company more than the small entrepreneur, and the Ontario Ministry more than the township council. We must not make the mistake, however, of believing that any of these institutions will necessarily act other than in narrow self-interest. It is apparent moreover, that any organization may have a vested interest in restricting the dissemination of information to which it is privy.

This has been tragically common in Northern development issues. Only complex organizations and institutions can manipulate information effectively.

We are forced to conclude that northerners must, at least for the moment, rely on information largely collected and processed by southerners. It is therefore in their best interest to seek as many independent sources of information on development as is humanly possible. Many southerners such as civil servants, university and other researchers, civil-rights and environmental groups have a legitimate role in the work of the Commission.

If information pertaining to development decision-making is available, it must be examined critically in the light of the purpose for which it was collected, and the way in which it was gathered. An example is Native land use, where government and Native statistics might differ radically. The civil servant commonly looks only at those activities which are licenced or which produce revenue. The Ministry of Natural Resources conducts aerial moose surveys but none on caribou. The Native, in contrast, considers activities which generate cash flow. Information is rarely value-free because it is usually collected for a purpose.

In the Northern context we must beware of problems of scale. All too commonly one sees maps distorted by ridiculous expansion of scale (eg. ^{MNR}submission Acres 1976, ~~Armson~~). This is often done because of the absence of reliable, detailed information but to the uninitiated, it gives a spurious impression of precision.

We must beware of relying uncritically on apparently detailed data sources. The MNR forest resource inventory is a typical example where data may be presented in a complex format, giving an impression of precision. (~~See Armson~~).

We must be aware of the extent and nature of inaccuracies. FRI surveys commonly overestimate forest volume by 30% (Armson 1976).

Information must precede decision-making. We find so-called planning is proceeding in the absence of reliable information. The strategic land-use plan for northwest Ontario is proceeding in the absence of any complete forest inventory yet it makes concrete proposals on wood processing plants and harvesting. There has been no consideration of the biological capacity of the forest to support the lumber and pulp industry, and the government is thus putting the economic cart before the ecological horse. We are ~~thus~~ forced to conclude that SLUP is in some ways an illogical justification of pre-existing government policy. We ask the Commission to consider seriously the nature of planning in the north. ^{Is} SLUP ~~is~~ really a plan (i.e. product of logical decision-making), or is it only a policy?

Conclusion

The ^aMcKenzie valley pipeline enquiry was an outstanding example of how a Royal Commission changed the face of the land and the lives of the people, and probably very much for the better. It had an even greater significance however, for it showed how "If you give citizens the time and the means to understand complex issues they will not only participate but will bring new dimensions and new insights to bear on technological and social problems" (CARC 1977)

We believe that citizens of democracies have the privilege and duty to be involved in public affairs. The system will break down, and free society with it, if information is withheld, if opportunities for discussion are denied, if decisions are made secretly, and if politicians lose control over the bureaucracy. All of these abuses are possible at any time, and some

of them have been manifest recently in Canadian society, particularly in the North around such issues as mercury pollution.

This Commission has a grave responsibility and a strong opportunity to help Canadian democracy to function. In Mr. Berger's enquiry it also has a fine example to follow. We hope that it will continue in the tradition of the Mackenzie enquiry and that it will 'open a window' on Ontario's North.

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Roger Suffling

Greg Michalenko

Greg Michalenko, Department of Man-Environment Studies, University of Waterloo.

Roger Suffling, School of Urban & Regional Planning, University of Waterloo.

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

FACULTY OF ENVIRONMENTAL STUDIES



PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977



ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

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FACULTY OF ENVIRONMENTAL STUDIES
UNIVERSITY OF WATERLOO
WATERLOO, ONTARIO
N2L 3G1

PRESENTED AT

TORONTO, ONTARIO

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DECEMBER 15, 1977

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT
416/965-9286

MANULIFE CENTRE
55 BLOOR STREET WEST
ROOM 801
TORONTO, ONTARIO
M4W 1A5



Waterloo, Ontario, Canada
N2L 3G1

Faculty of Environmental Studies
Department of Man-Environment Studies
519/885-1211

Effect of A Changing Dietary Intake, on the Nutritional Status of Northern Canadian Indians

Carol Spindell Farkas, BSc, M. Nutr Ed, P. Dt (ADA, CDA)
Lecturer; Man Environment Studies
Advisor; National Indian Brotherhood, (Ottawa)
Grand Council of the Cree Regional Board of Health
and Social Services (Quebec)

"If you destroy the land, you destroy the animals, and if you destroy the animals you destroy the Indians" 1)

A statement, made by an old Baie James Cree Indian hunter gives focus to an important relationship that exists between the land, and the hunting and fishing peoples of the Canadian North.

These non-linear relationships are of both a physiological and psychological nature.

In this presentation attention shall be paid to the physiological relationship that exist between the land and the health of the people who have traditionally obtained their food from the animals and fish of the land.

Information will be presented to show the health effects that may be linked to a change from traditional lifestyle to the current life style of many Northern Native People.

Though nutrition has been cited as being the health related area most immediately affected by this acculturation, little literature is available in the scientific literature about the effects that dietary acculturation has had on Northern Native Peoples. It is interesting to note that of the available data information has been presented about the Inuit than the Indian.

Health and nutrition surveys that have been conducted in Alaska, Greenland, Northern Canada, however, have shown that except for periods of extreme scarcity, all Arctic and Sub Arctic Native Populations secured in their traditional diets all essential nutrients, minerals and vitamins. This resulted in a remarkable lack of nutritional deficiency or malnutrition in traditionally hunting populations. 3) 4)

Moore in 1946(5) observed that it is not unlikely that poor nutrition is responsible at least in part for many of the stereotyped characteristics of Indians: shiftlessness, indolence, and inertia. This decline in health has been linked by Moore to a deteriorating diet of the bush Indians. He states that the increased use of store food is the cause of this deterioration; cited in this regard are increased use of carbohydrate, especially sugar, and decreased use of protein.

Additional interest in Moore's work is the observation that there has been an increase in clothing sizes, according to Hudson Bay Company records from the early 1900's to 1946. For example waist sizes have decreased from an average size of 38 to 44 inches to 34-38 inches. This he attributes to a change in diet quality.

Moore in 1953 likewise made the observation that the downfall of Indian health has been a combination of epidemic disease and the introduction of dietary items from our "proud Western civilization" 6).

It has recently been observed by Berkes and Farkas (4) that nutritional stress brought on by a rapid change in Indian lifestyle may be one of the most serious health problem faced by former hunting and fishing populations.

cited above, gaps in our knowledge with respect to the nutritional status of Northern Canadian Indians are large. Nutrition Canada attempted to fill these gaps with the publication of the Nutrition Canada Indian Survey (7). Although this survey provided information on the biochemical and dietary status of Canadian Indians, in the present form the data is of little use because no distinction was given to Indians living in urban areas in contrast to those living in isolated areas.

Information is also lacking regarding the nutritional value of Canadian Northern Native foods, which may vary both by season and location (area) (4). However, it can be surmised from available data that with dietary acculturation changes have occurred in the intake of certain nutrients compared with traditional diets.

Indicated below are indications of some of these shifts, and potential health effects that may be related to these changes.

In areas earlier nutritional studies registered concern because of a lack of adequate food supplies, more recent work has been concerned with the production of highly processed food and the high cost of food in northern communities, combined with a decline in the use of traditional foods.

In this regard, Draper has drawn attention to the fact that there is a fair number of foods in the general North American food chain that are of low nutritive value, and that these foods probably affect the Indian and Inuit more than most other people because they are prone to select more of these foods. Too often native food items are being replaced by these items of lower quality (8).

It is well to note that the presence of certain nutrients in the diet can insure the utilization of these nutrients. Certain factors in the diet are related to excesses can influence nutritional deficiencies because of their antagonistic or competitive nature. A case in point in this regard is thiamine (Vitamin B₁). Although adequate thiamine may be present in the diet from food sources, a high intake of carbohydrate, especially sugar, can put stress on thiamine. Tannin in strong tea likewise, may destroy thiamine. High sugar intake and frequent intake of strong black tea are characteristic of present Indian diets (9).

Table I gives an indication of the nutrient loss and gain, and stress resulting from changes from traditional foods to settlement foods. As can be seen there has been a shift in phosphorus from organic to inorganic sources, iron from organic to inorganic sources, fat from game and fish sources to refined sources, and protein from game and fish sources to commercial sources. The effect of this shift has not been well studied. Draper has indicated his concern regarding the shift from organic phosphorus to inorganic phosphorus, by suggesting that both calcium and magnesium status may decrease as a result of this shift (10).

As seen in Table I is a decrease in roughage, Vit A, Vit C, thiamine, calcium, magnesium, iron and protein; and an increase in sugar, starch, caffeine, fluoride, inorganic phosphorus, nitrite, and alcohol.

Of interest is nitrite's relationship to Vit A, iron and thiamine status. Nitrite is available from processed meats such as hot dogs and luncheon meats. (4)

Substitution of processed foods for natural foods may also influence utilization of nutrients. A case in point is the substitution of orange flavored crystal drinks for orange juice or traditional sources of Vitamin C in Indian diets. Although these crystal drinks contain Vit C, they also contain sugar, corn syrup, inorganic phosphorus, and other chemicals. Labrador tea, rosehips, mint tea, and spruce tea contain higher amounts of Vit C, and other nutrients such as potassium. There is some indication that Vit C in its natural form is better utilized than artificial Vit C. (4)

Change from traditional foods to a semi traditional diet or a settlement diet has been associated with increased incidence of various diseases and symptoms in the Indian and Inuit populations (4). Table II cites some of these diseases and symptoms.

These diseases and symptoms include: achne, alcoholism, atherosclerosis, irregular birth weights, irregular blood sugar and carbohydrate metabolism, high blood lipids, caffeinism, diabetes, dental caries, gallbladder disease, myopia (nearsightedness) lactose and sucrose intolerance, and obesity.

An interesting case in point is myopia. Woodruff (14) has recently cited the fact that an increased incidence of nearsightedness in the Inuit and Indian populations may be related to a shift from a high quality, high protein diet to a high carbohydrate, low protein diet.

The increased use of sugar and/or sugar based foods is considered to be associated with many of the disorders cited above.

It has been suggested that an abnormal carbohydrate metabolism exists in Inuit and Indian people. Evolutionary adaption to a high protein, high fat diet may have resulted in the inability of some northern native people to metabolize orally ingested sugar (glucose) or foods that change rapidly into glucose. A result of this abnormal carbohydrate metabolism is rapid swings in blood sugar levels with resultant low blood sugar or hypoglycemia. (12)

The change from breast feeding to bottle feeding has also been associated with several diseases such as diarrhea, infant death, neonatal hypertryosinemia, otitis media (inner ear infection). It has also contributed to the population explosion by removing an important mechanism of child spacing (4).

In summary, "change in the nutritional habits has become the most important factor for health, indeed life and death of our native people, especially those in the mid and far north" (12).

If you destroy the land, you destroy the animals, and if you destroy the animals you destroy the Indians.....

RECOMMENDATIONS

It is useless to say go back to the old ways...completely.

In many areas there is not enough game and fish to support increased populations ~~in many areas~~ of the North.

But people must be reminded of the superior nutritional value of bush foods, of berries and of bush teas, and encouraged to eat these as often as they can.

Development of Northern regions will greatly decrease the availability of these foods .

Assessment of the wild food harvest should be made, akin to the work done in the Northern regions on Quebec by the Grand Council of the Crees. This wild food harvest data would give information on the importance that wild foods play in the lives of the people in Northern Ontario. This data could be used to encourage continued or greater use of these resources.

A nutritional education program should be begun to enable people to use commercial foods more wisely, and to encourage and retain some of the more valuable ~~traditio~~^{or} nutrition patterns.

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TABLE ~~1~~ I. Some nutrient changes resulting from recent dietary acculturation.

<u>Nutrient</u>	<u>"Traditional" Source</u>	<u>Source Change</u>	<u>Net Result</u>
alcohol	not used in bush	used in settlement	increase
calcium	meat, fish, bones baking powder	evaporated milk	possible decrease
fat	game fat, lard	refined fat (margarine, potato chips etc.) processed meat fat	change: unknown affect
iron	meat, fish: organic	unorganic in enriched breads, flour, noodles	change: less well absorbed
phosphorus	meat, fish: organic	inorganic in carbonated beverages, food additives	change: anti-factor to magnesium, calcium
protein	game meat	processed meat commercial meat grain protein, eggs	decrease in quality
roughage	edible vegetation, berries	canned vegetables, fruit	decrease
sugar	tree sap, sugar in tea	sugar. foods	increase
tannin	tea	tea	possible increase consumption
thiamin	meat, fish	enriched grain products, peanuts	increase, also increase in anti-factors
Vit. A.	vegetation, game meat, fat fish	margarine, canned vegetables, fruit	possible decrease: increase anti-factors

(CONTINUED)

TABLE ~~II~~ I. (CONTINUED)

<u>Nutrient</u>	<u>"Traditional" Source</u>	<u>Source Change</u>	<u>Net Result</u>
Vit. C.	organ meats, berries, meat, fish, vegetation, indigenous teas	orange crystal drinks, juices, some fruit, vegetables	decrease
nitrite	vegetation	processed meats	addition, increase

TABLE II

POTENTIAL LINKS BETWEEN DIETARY ACCULTURATION AND ILLNESS IN NORTHERN NATIVE PEOPLE

one (Schaefer, 1971, 1977)
alcoholism: (Farkas, 1977b)
atherosclerosis: (Schaefer 1971, 1977)
irregular birth weights: (Goldthorpe, 1975, Schaefer 1970, 1971, 1977)
blood lipids (high): (Schaefer, 1971, 1977)
caffeinism (Farkas, 1977b)
carbohydrate metabolism, irregular (Schaefer, 1970, 1971, 1972, 1977; Draper, 1977)
child spacing (Schaefer, 1971, 1977)
diabetes (Schaefer, 1970, 71, 72, 77)
dysphagia (Hamilton, 1975)
dental caries: (Mayhall, 1975, Schaefer, 1971, 1977)
gallbladder: (Schaefer, 1971, 1977)
growth acceleration (abnormal) Schaefer, 1970, 71, 72, 77)
infant death; (Goldthorpe, 1975)
lactose intolerance; (Draper, 1975)
leptin; (Woodruff, 1976)
neonatal hypertryrosinemia: (Clow, 1974)
obesity: (Schaefer, 1971, 1977)
otitis media: (Manning, 1975; Schaefer, 1971, 1977)
rickets (Haworth, 1975)
sucrose intolerance: (Draper, 1975)

C.S. Farkas
C.N.W. Waterhouse, ed.
Summer 1977

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

NORTHERN ONTARIO TOURIST
OUTFITTERS ASSOCIATION

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
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BY

NORTHERN ONTARIO TOURIST
OUTFITTERS ASSOCIATION
MARTEN RIVER
ONTARIO

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT
416/965-9286

MANULIFE CENTRE
.55 BLOOR STREET WEST
ROOM 801
TORONTO, ONTARIO
M4W 1A5

A SUBMISSION FROM THE NORTHERN ONTARIO TOURIST OUTFITTERS

TO

THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

PRESENTED AT TORONTO ON DEC. 15, 1977

Thank you for providing this association the opportunity to present their first oral submission during the early stages of your study. You will have noted that we provided in early October a short, initial written submission that will form the backbone of my remarks today. Our observations of the progress of your study have been such that we felt a further submission by our association is warranted during the first phase of your study. Our concerns are centered around what seems to be a lack of tourism oriented profile during the course of your hearings.

We have arrived at the opinion, Sir, that although your study is primarily restricted to the portion of Ontario that is above the 50th parallel, the ultimate ramifications will be more far-reaching. We believe that whatever your findings and recommendations on the Northern Environment will be - they will probably apply equally to most of what is referred to as Northern Ontario. Consequently, the interest and participation of this association has and will continue to increase in direct proportion to the scope of your studies.

The Northern Ontario Tourist Outfitters Association is the oldest and largest organization of its kind, celebrating its 50th Anniversary in 1977. Our membership consists of approximately 800 Outfitter members and 100 Allied businesses. Over one hundred of these Outfitters operate in the area encompassed by the Hartt Commission Enquiry.

The goals of our organization as stated in our Constitution are -

- (a) The conservation and propagation of Canadian wildlife,

Fish and Game, and other natural resources.

- (b) The welfare and furthering of the tourist industry, especially in the area embraced by the Association.

Our membership hosts the Sportsmen from Ontario and around the world, who come to Northern Ontario to hunt and fish. Ontario has been the vacation destination of such individuals for generations, and for good reason.

No one, in this day and age, deludes himself into believing that we offer the only alternative for the Sportsman to pursue his favourite pastime. Indeed, one finds excellent fishing in Ireland, and even in Lake St. Clair, under the shadow of the smoke stacks of "Motor City". Many of the Western United States and other Canadian provinces boast first rate big game hunting!

Why, then, has Ontario been so attractive to Sportsmen for so many years? Because a group of small businessmen Outfitters offer a unique brand of service which has evolved through 50 years of experience. The Outfitters do just what their name implies - provide the accoutrements which allow a pleasurable and worry free trip for the sportsman, whatever his preference. He may want to fly-in, and "rough it" in a tent, or have it a little more comfortable in an outpost cabin. He may wish to stay at a base camp, have his meals cooked and his bed made. He may want to rent a cottage, cook his own meals, and keep his own hours. He may wish to bring his trailer or camper, and locate in clean, pleasant surroundings. He

may wish to employ the services, expertise and knowledge of a local guide. Any, and all, of these alternatives are made available in Northern Ontario by our "NOTO" Outfitters.

The basis of the Outfitter's operation are the renewable natural resources of fish and game. The survival of the Outfitter depends on the continuance of these resources. He is, understandably, concerned with the quality of environment and the preservation of habitat that is essential to the resources on which his industry is based.

People, who do not fish and hunt, often point to "over harvest" as the cause for the demise of certain species. In Northern Ontario we have game animals and fur bearers in abundance. We also have hunters and trappers. In the city of Toronto, we have no deer, nor moose, nor otter, nor beaver. No one hunts or traps in Toronto. The animals no longer exist there because their habitat has been destroyed. The ponds and marshes and forests have been replaced by concrete.

In the case of our fishery, when numbers appear depleted, the natural inclination, once again, is to blame "over harvest". On closer investigation, however, biologists find where spawning beds have deteriorated, limiting reproduction, or substances have been introduced into the waters affecting quality, so they no longer support some species.

Conservation (wise use) of our fish and game populations can only be managed if the quality of environment is maintained and even improved in some areas.

You have received submissions that illustrate the tremendous concern many of our members feel in regard to the conflicts generated by the varied demands placed on the natural resources of Northern Ontario. This is especially the case where the demands of the forest and, to a lesser extent, the mining industries directly conflict with the needs of the tourist outfitter. The most outstanding reoccurring problems are access road policies that I know you have recently heard about - on more than one occasion.

Tourist outfitters are justifiably concerned when they see the very reasons for their existence as a viable business being jeopardized by unwanted or unneeded access roads.

Other resource exploitation policies that remove the possibility of multiple use of our Northern environment and renewable resources understandably create tremendous resentment among our outfitters. In this regard, we share the concerns expressed by the Native People over the loss of wilderness or the opportunity to have a true wilderness experience.

To be specific on the destructive policies we are talking about, I mention the following:

1. Allowing pollution of waters and the spoiling of habitat that are required so that the fish and game can prosper and propagate.
2. The ruining of spawning areas in our lakes and rivers.
3. The loss of asthetic values caused by clear cutting policies and the often-resulting erosion.
4. Most importantly - the over exploitation of fragile fish and game resources. This often occurs when these resources are too readily available to too many people. Where this does happen the result - all too often - is an outfitter put out of business because of shortened or closed seasons - or, just simply, because the very basis of his business is depleted or gone.

We will continually stress that our industry, as typified by our outfitters, must live in harmony with the renewable resources of Northern Ontario. Our very future depends on that fact. Like the trappers and the Native People who still depend on the land for their livelihood - our well being now - and later - is closely linked with good resource management.

The Northern Ontario Outfitter contributes greatly to both the economic and social life of his community. He attracts dollars from outside his area, which are, in turn, spent on goods and services within the area. Ours is a labour intensive industry, employing, mainly, the unskilled.

The Outfitter is generally active and interested in community life. Many of our people are elected officials on school boards, and hydro commissions. Many others work voluntarily in community organizations.

Tourism is a mainstay of the Northern economy, and has been for many years. The Tourist Outfitter in the North has operated for generations in harmony with the environment he depends on and, if this environment is protected, will continue his considerable contribution to Northern Ontario life.

Our position, in the past and now, is that with enlightened planning and management our industry will survive, the environment will be maintained or improved and the people of Ontario will enjoy the benefits of all of Ontario's many resources. Conversely, there can be no long-lasting benefits for anyone if the short-term benefits are obtained at the price of permanent damage to the environment and to the people who live in the North.

The Northern Ontario Tourist Outfitters Association (NOTO) will continue its participation in the inquiries of the Royal Commission on the Northern Environment throughout their duration. We will be making further, more detailed submissions as the course which the enquiries will take becomes more clearly defined.

Page 7

Again, I thank you for providing our Association this opportunity and patiently listening to my remarks. We would be pleased to respond to requests for further information or clarification now - or in the future.

Respectfully submitted on

Dec. 15, 1977 by

Dean Wenborne

President

Northern Ontario Tourist Outfitters Assoc.

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

PLANNED PARENTHOOD ONTARIO

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977



Ontario

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

PLANNED PARENTHOOD ONTARIO
40 ST. CLAIR AVENUE EAST
TORONTO, ONTARIO
M4T 1M9

PRESENTED AT

TORONTO, ONTARIO
ON
DECEMBER 15, 1977

Remarks Submitted to: The Royal Commission on Northern Development
Initial Hearings - Toronto, December 15, 1977

From: Planned Parenthood Ontario

Subject: Family Planning Services in Northern Ontario

According to Housing Ontario's Special Edition: "Summary of the Report of the Planning Act Review Committee," (p.22), Northern Ontario presents certain problems and challenges, with organized municipalities, as well as "remote settlement areas that are undergoing urbanization pressures because of nearby resource development, and settlements on the fringes of urban municipalities which are under development pressure because of the high urban service costs and taxation levels in the adjacent municipalities."

Development brings change, and in the period of transition, many people become vulnerable. Perhaps the most vulnerable are children. In credit to our society and its values, we do usually try to protect them. However, little thought is given to one special preventive aspect of child care: that is the provision of birth control services at the proper time. The basic premise of the Planned Parenthood organization, on every level, is that the right to choose the number and spacing of children is a basic human right. Universal reproductive freedom is a long term objective, and we see the regulation of individual fertility as a basic aspect of child care.

Put into the context of Northern Ontario, what we see is that there are, at present, many people in this area of our province who are no longer in the kind of stable environment which they might have enjoyed in the past, but who have not been able to achieve some of the important advantages of a newer society.

One such advantage is easy access to birth control services, services which enable reproductive freedom and consequent choice of family size. Lack of this advantage leads to the deplorable situation of people producing children, even though they are unable to care for them properly. This in turn leads to either

deprived children, abandoned or abused children, or children put into the care of the state. It is no secret that the number of children in care in Northern Ontario is quite high.

These remarks are being presented not only on behalf of the Planned Parenthood Associations, but also on behalf of various organizations from Northern Ontario who attended a birth control conference sponsored by this organization -- Native people's associations, Metis, and non-status Indians, anti-poverty associations, Women's centres, family services -- all of whom had a common concern, which is the provision of family planning services in the North. In addition, these remarks are presented on behalf of the many people such as doctors, nurses, teachers, social workers, and others from Northern Ontario who contact us frequently, asking for assistance and services of various kinds.

The message we have had from all of these people may be summarized as follows:

1. Provision of family planning services is scant, because of physical conditions of distance, climate, topography, transportation, all of them making communication between centres slow and inadequate. This makes the seeking out of family planning services very difficult and complicated, reducing motivation. Easy access simply does not apply in the North.
2. Large distances to be covered means that trained personnel, such as doctors and nurses, are simply spread out over a much larger area. A hostile environment means that the maintenance of child and maternal health is precarious and difficult. In such circumstances, more effort is given to therapy and care, than to preventive services.
3. Little consideration has been given to the role of the Native people in helping to solve their own problems through self-help efforts. As applied to family planning services, this means the training of indigenous workers, who will be in a position to help their own peers, rather than people to have to seek out and reach outsiders. In addition to training people with information, peer group assistance also means that some attention must also be given to the production of resource material in Native language and dialects. At the present time there is, to my knowledge, no resource material available in any of the Native languages.
4. Problems of youth, in particular, need special consideration in the present and changing environment of the North. Teenage pregnancy and parenting is creating a problem in other areas as well, but in the North, dislocation and the small size of the community/settlement, along with isolation and difficulty of transportation, make it exceptionally difficult for young people to get the information and services they need.

5. Old solutions to an old problem should be re-examined in the context of Northern Ontario, with a view towards developing new solutions. Centrally located birth control clinics, for example, will not suffice because of vast distances, and lack of acceptability in small communities. This is where the training of indigenous workers, and peer group counsellors would be important and useful.

Some suggestions for dealing with the problems listed above are as follows:

1. All health care personnel working in Northern Ontario should be trained in family planning practise.
2. A family planning component must be included in all health care delivery systems used in the North.
3. Community development projects should be open and receptive to the inclusion of family planning resources and services.
4. The use of nurse-practitioners trained in the delivery of family planning services should be encouraged.
5. Special care should be taken to include family planning information in any training/education given to Native people who will be doing community development work in their northern communities.
6. The Ministry of Health for the province of Ontario, which carries the responsibility for family planning programs province-wide, should assume the responsibility for providing resource materials in Native languages/dialects.
7. Youth oriented programs, with an emphasis upon family life and sexuality should be developed in cooperation with schools and other youth services.
8. Teachers undertaking work in the North for any period of time, should be taught basics of information about sex and sexuality, as well as information about where to obtain resource materials, who and where to reach for service referrals, etc.
9. The development of the voluntary sector in Northern Ontario should be encouraged so that some flexibility in approach can be accomodated, and also because of the efforts of the voluntary sector in establishing need.

These remarks and suggestions have been made in consideration of the comments and thoughts on the topic by people working in many capacities in Northern Ontario. They are intended as a means of emphasizing some of the human concerns which are involved with development. We firmly believe that as the United Nations declaration stated in 1968, the provision of birth control services is a basic human right, and that residents of Northern Ontario are being denied that right. As we study further development in the North, it behooves us to look critically at this particular area of concern, and include it in recommendations for future action.

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

MR. JOE DE PENCIER

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977



Ontario

ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT
THE HON. MR. JUSTICE E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

MR. JOE DE PENCIER
37 ~~ROSEDALE~~ ROAD
TORONTO, ONTARIO

520 Finch Ave E
Willowdale M2K 3E3

PRESENTED AT

TORONTO, ONTARIO
ON
DECEMBER 15, 1977

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A Commission on the
Archaeological Environment
is produced by

Joe DePencier
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Joe de Pencier

Mr Commissioner, within the broad considerations of public participation and policy formulation, I would like to focus on a personal concern that southern media representation of your preliminary hearings has been counter-productive to the goals and ambitions of the Commission. This concern stems from my reactions to newspaper coverage of the Dryden and Sioux Lookout hearings, where I was both a participant and an observer. I returned to Toronto from the Northwest to find that my perceptions of the proceedings had not been mirrored in press reports. The following remarks are my reflections on this discrepancy, and some implications I see for the Commission. As a " public participant " in your hearings, I'm worried about these implications and the effectiveness of the Commission as a meaningful vehicle for public participation.

The Commission has a stated objective of fostering communication and education by encouraging public participation. One of the characteristics of citizen, or public participation is the media bias that must be contended with. This bias tends to overemphasize the dramatic and down play the mundane. I submit to you, Mr. Commissioner, that the coverage of your preliminary hearings is proof of that media bias at work. A brief review of coverage of the Dryden and Sioux Lookout meetings ample illustration.

An examination of clippings would lead one to believe that there were only five presentations of any import made in those towns. They include :

- 1) Treaty Three's charges regarding MNR duplicity on the issue of wild rice harvesting rights.
- 2) Joyce Thompson's report on the activities of and problems faced by the Kenora District Children's Aid Society (which prompted headlines like " Children called unheard victims ") .
- 3) Dr. Gary Goldthorpe's evidence on the correlation between " violent " deaths in Native communities and there proximity to areas of white settlement and development.
- 4) The Treaty Three presentation detailing the flooding of Indian burial grounds on Lac Seul and the subsequent washing up on shore of the ancestral remains of Indians living in lakeside reserves.
- 5) The remarks of Mayor Rowat of Dryden regarding the contribution, or lack thereof as he sees it, of Native People to the economy and development of the North.

I don't want to gloss over these issues, for they are real and pressing. Perhaps it is naive to expect the southern media to report the mundane as well as the dramatic, the shared concerns as well as the contentious points, or the optimistic hopes for the future with the controversies and mistakes of the past. But I am afraid that Andrew Rickard's statement of his trust in the Commission may be long forgotten when people still remember headlines like " Indian bones haunt Commission, " from the Ottawa Citizen, and " Indians see ministry as enemy, " from the Windsor Star.

Where are the reports of Hector King's humorous and captivating presentation of concrete suggestions for the employment of young Metis and Indians, and the rehabilitation of northern Lake Nipigon ? Where is the coverage of Mike Quince's review of construction techniques that depend on indigenous materials and expertise being pioneered by whites and natives in the North ? Where are the clippings that discuss the hopes and bright future so many northerners, whites and Indians alike, view for their part of the province ? Is it unreasonable to accord the optimistic views of northerners the same attention ^{received by} the controversial and pessimistic ?

This is the media bias of southern Ontario newspapers that reports the sensational and ignores constructive, if less controversial opinion. It is interesting to note that Winnipeg (widely regarded as the real metropolitan centre of the Northwest) harbours a press less constrained by the controversial aspects of the preliminary submissions. When the Toronto Star reported Chris Thomas' rebuttal of Mayor Rowat's now infamous remarks, it did so having highlighted the sensation the Mayor caused in an opening paragraph that reads :

The two cultures of Northern Ontario clashed sharply yesterday before Mr. Justice Patrick Hartt's inquiry...

Compare this ominous statement with that which introduced a Winnipeg Tribune story on the incident,

The mayor of this northern community received a sharp rebuke wednesday following his presentation to the Commission on the Northern Environment for what one citizen termed his " embarrassing and shocking remarks " about native people.

Given the fact that Northwestern Ontario has closer ties to Winnipeg than Southern

Ontario, I'm not surprised that the Winnipeg press is more sensitive than its Ontarian counterparts towards the broad spectrum of opinion and feeling in Northern Ontario. The Free Press and Tribune are receptive to the need to foster discussion and communication, and less apt to emphasize and over-emphasize adversarial incidents and confrontations as the Commission proceeds. The Kitchner-Waterloo Record, Toronto Globe and Mail, and Kingston Whig-Standard run stories under headlines such as " One Third of Indians Die Violently, " and " Indian Programs Waste of Money, Says Mayor. " Under the headline " Treaty Nine Chief Puts Trust in Commission, " a Winnipeg Free Press article stresses the " spirit of understanding " many recognise as a necessity for the success of the Commission, and more importantly, the viable future of Northern Ontario.

Perhaps the newspapers of Southern Ontario could learn from their Manitoban counterparts and stop conveying a picture of the North as that controversy ridden part of the province where whites and Indians are forever at each other's throats with no hope of reconciliation. While your preliminary hearings have witnessed a number of confrontations and emotional scenes, they have also established that there are many common concerns held by Northerners that transcend race and cultural heritage. Yet I read nothing of this hope and desire for common and constructive action to improve the lot of Northerners. I suppose it's not the sort of thing that sells newspapers in Toronto.

I would like to remind you, Mr. Commissioner, that at the Ear Falls hearing, Dr. Harrison Maynard made a similar attack on what he termed the " sensationalist and chintzy " reporting of northern problems that distorts issues and misrepresents facts.

If the Commission is to be effective in creating a climate of cooperation among Northerners, then adversarial bias in reporting will be as useful as adversarial procedures in the hearings. How can Southerners appreciate the problems and feelings of Northerners when all they read about are the confrontations, the charges and counter charges, and an all-pervasive bitterness ? How can Northerners come to respect the views of Southerners when they find themselves constantly maligned in the media of

Southern Ontario ? At Red Lake, Cathy Wilson of the Interagency Coordinating Committee mentioned the need to correct media representation of the North, and remove the patronizing tone of Southern media. The following is an excellent, if unfortunate example of that patronizing tone.

In an article of November 9 th in the Toronto Star, entitled " North has two voices but on goal, " Jonathon Manthorpe makes the remarkable discovery that whites and Natives have similar views of what the future should hold for the North. What is remarkable about the discovery is the assumption that it has taken Mr. Manthorpe's southern perspective to make it. He discusses the presentations of the Sioux Lookout Chamber of Commerce and Treaty No. 9 constructing straw men of irreconcilable interests and desires. The writer's review of town councillor John Parry's brief concludes with the statement that what the whites of Sioux Lookout " seem to want is some northern Brampton, Suburbia in the Pines. " This analysis of the Sioux Lookout Brief is so erroneous it doesn't even deserve to be ridiculed. But to return to Manthorpe's straw men. He totally ignores the numerous and explicit statements of support for Treaty 9 contained in the town brief, as well as the tacit feelings the two presentations shared. Manthorpe proceeds to note the general and common concerns of the two organizations, and with all the skill and purpose of a Quixote-like windmill tilter, knocks aside the straw men of irreconcilable interest using the closing statement :

People here want to determine their own future in their own way and their views are surprisingly similar.

I fail to find anything particularly surprising about this similarity. It was certainly made obvious enough at the Sioux Lookout session, and again at Dryden in the presentation of Mr. Leo Colvin of the Kenora District Campowner's Association. Manthorpe's article exemplifies the ill-informed and condescending reporting about the North all Ontarians have to put up with.

Mr. Commissioner, this is the media bias you have to contend with in achieving the goal of a spirit of cooperation in and about the North. The point of my analysis is that the newspapers of Southern Ontario among the other media, cannot be relied upon to make the full story known. It is the Commission's duty to foster the dissemi-

nation of responsible reporting about the aspirations and views of Northerners as they are raised before you. I submit to you that there are a number of ways of affecting that flow of information, including the use of the northern offices of various government agencies, community and reserve contacts, the creation of permanent and northern Commission Offices, and your personal travel and contact in the North with Northerners. Your newsletter is off to a good start, but it should be more than a simple summary of the various presentations you receive. It could include a word about the plans and progress of the Commission itself. It could be used to publicize particularly cogent analysis or comment that might appear in the press or in letters and briefs from individuals. It could be used to advertise special events, speakers, and conferences of interest to those concerned about Ontario North of 50. It could be used to solicit opinion or expertise when necessary. I believe that you might use it yourself to convey some personal impressions of your Commission's progress and any difficulties you may be encountering.

My final thought is that this Commission is utterly dependent on public participation and credibility in the eyes of the public. You must not be afraid to take an active course in effecting constructive media coverage, and combatting the inherent media bias of the Southern Ontario press, which, in my view, jeopardizes the credibility and potential of your Commission.

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

TRENT UNIVERSITY NATIVE ASSOCIATION

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977

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ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

TRENT UNIVERSITY NATIVE ASSOCIATION
TRENT UNIVERSITY
PETERBOROUGH
ONTARIO

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT
416/965-9286

MANULIFE CENTRE
55 BLOOR STREET WEST
ROOM 801
TORONTO, ONTARIO
M4W 1A5

EXHIBIT # 187

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DECEMBER 28, 1977

ORIGINAL SUBMISSION
CAN BE VIEWED AT THE
COMMISSION OFFICES AT
55 BLOOR STREET WEST,
TORONTO

I rep. Trent, University Native Association

1) Introduce T.U.N.A.: Open membership Native & Non-Native

: Not necessarily students

: Since T.U.N.A.'s existence we've had students from each province & territory in Canada. At present, our membership is representative of 30 communities in Ontario and six different provinces and territories.

: We bring together in 1 organization a wide range of backgrounds and concerns. Today each of us, no matter what our background or where we are from, feels deep concern for the people and the land of Northern Ontario in the face of massive development plans.

2) We're pleased that the Royal Commission is holding southern hearings & taking into consideration the concerns of all the people but we feel that it is Northerners who will be most affected by development, and whose feelings should be heard.

We feel the Commission should make every attempt to get into smaller communities to hear the views of people on a first hand basis.

We also feel the Commission took a step in the right direction by going to Osnaburgh. In the smaller communities translators should be provided to ensure that all people will be able to express themselves confidently in their own language.

We feel the Commission should re-schedule the proposed hearings for Whitedog. This community exemplifies the social damage that can be incurred by ill planned industrial development.

3) The strategy of gradual development is necessary to minimize culture shock, to reduce the threat of the boom and bust pattern of development, to encourage the stability and longevity of Northern communities and to ensure the quality of life.

The wishes of those Native people who desire to maintain a more traditional lifestyle should be respected.

Too many times in the past, Northern development has been characterized by a disregard for the concerns of Native people and the potential impact upon their environment and lifestyle. We feel that any development that will be undertaken should be done after consultation of Native people and in depth research of the socio-economic and environmental results. In view of this we feel that alternatives to development should also be explored.

Once again we would like to re-emphasize our concern that Northern People are directly involved in the planning of any development in Northern Ontario.

Thank you.

CAZON

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

ONTARIO MINISTRY OF COLLEGES
& UNIVERSITIES

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

ONTARIO MINISTRY OF COLLEGES
& UNIVERSITIES
OFFICE OF THE DEPUTY MINISTER
MOWAT BLOCK, QUEEN'S PARK
TORONTO, ONTARIO

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT
416/965-9286

MANULIFE CENTRE
55 BLOOR STREET WEST
ROOM 801
TORONTO, ONTARIO
M4W 1A5

MINISTRY OF COLLEGES AND UNIVERSITIES

Post-Secondary Education and Manpower Training above the 50th Parallel in Ontario

The Ministry of Colleges and Universities (MCU) responds to the need for post-secondary education and manpower training services in Northern Ontario, within the limitations imposed by the availability of financial resources.

In developing and implementing programs, the Ministry relies on the recommendations of three advisory bodies: the Ontario Council on University Affairs, the Ontario Council of Regents for Colleges of Applied Arts and Technology, and the Industrial Training Council. All three Councils receive input from local and regional leaders. Also, the first two Councils draw on the knowledge and ideas of institutional officials and members of boards of post-secondary institutions, while the Industrial Training Council receives suggestions from labour organizations and employers.

With respect to universities, the Ministry is concerned with the eligibility of programs for provincial funding, total funding requirements of Ontario universities, and the allocation of funds to particular institutions. For Colleges of Applied Arts and Technology, the Ministry contributes to the planning, development, and co-ordination of programs delivered through the 22 college-system. Specifically, the Ministry of Colleges and Universities allocates provincial funds, develops and monitors system-wide administrative policies, recommends curriculum changes to the Council of Regents and evaluates ongoing programs. The Ministry staff also acts as a secretariat to the Council of Regents. In the area of manpower training, the Ministry works closely with the Industrial

Training Council, business and industry, Canada Manpower Centres, and training institutions to determine the training needs of persons in the labour force and to meet these needs through the development and implementation of adult training. The tuition costs and training allowances are covered under the Adult Occupational Training Act (AOTA) financed by the Federal Government. All programs are developed and offered as a Provincial responsibility. The amount and type of training changes to meet the requirements as identified at the community level.

The need and type of adult training on reserves is developed in close co-operation with the Canada Employment and Immigration Commission and/or the Department of Indian Affairs and Northern Development. If sufficient funds are not available for specialized training activities, the Department of Indian Affairs and Northern Development may assist financially.

It was in response to identified needs that the universities and colleges specifically were created in the North. The communities above the 50th parallel in Ontario are small (e.g., Sioux Lookout is the largest community with a population of approximately 3,000 people) and remote. The population is therefore insufficient to generate viable levels of enrolment for a large number of offerings. This does not necessarily mean that those communities are less serviced than many small communities in Southern Ontario.

Since this Ministry does not undertake academic planning exercises on behalf of the universities, Mr. Justice Patrick Hartt might wish to contact the northern institutions directly with respect to their future plans.

This paper describes the programs offered above the 50th parallel. Enrolment data applies to the entire regions of Kenora, Thunder Bay and Cochrane. It was impossible to identify students by address.

1. University education

(a) Northwest:

Lakehead University's (Thunder Bay) Continuing Education Department delivers off-campus courses in Red Lake, Ear Falls and Sioux Lookout. The enrolment figures for 1976-77 were as follows: 8 students took a full English course at Red Lake; 9 students took a full course in Psychology and 6 students took a half-course in Geography at Ear Falls; and 12 students took a half-course in Anthropology at Sioux Lookout. The majority of people who registered for off-campus courses were elementary school teachers attempting to complete degrees in order to fulfil Ministry of Education requirements.

The enrolment figures indicate that the majority of students attending Lakehead University during 1976-77 resided in the regions of Kenora, Thunder Bay and Cochrane. Specifically, this group made up 51.61% of a total of 2,192 full-time undergraduate students, 91.05% of a total of 1,385 part-time undergraduate students, 87.36% of a total of 95 part-time graduate students and only 42.86% of a total of 119 full-time graduate students.⁽¹⁾ Non-credit extension courses are also offered by the University. Since these courses are self-supporting, no central statistics are maintained.

b) Northeast:

Laurentian University (Sudbury) provides post-secondary education to people in the remote communities through television and correspondence courses. During 1976-77, approximately 10 persons whose addresses indicated residence north of the 50th parallel were enrolled in programs such as Sociology, Modern Religion and Canadian Native Peoples. Laurentian University also has an off-campus area in Moosonee.

Very few of the students who attended Laurentian University and affiliates during 1976-77 were residents of the regions of Kenora, Thunder Bay and Cochrane. Specifically, residents of these regions made up 6.67% of a total of 3,164 full-time undergraduates, 8.84% of a total of 3,731 part-time undergraduates, 4.55% of a total of 66 full-time graduate students and none of the 91 part-time graduate students.⁽²⁾ Non-credit extension courses are also offered by the University and affiliates. Since these courses are self-supporting, no central statistics are maintained.

Students in the North also have the choice of attending universities elsewhere in Ontario. For example, during 1976-77, 57% (1,713) of all full-time (3,007) and 13% (257) of all part-time students (1,931), whose permanent residences were in the regions of Kenora, Thunder Bay and Cochrane attended universities other than Lakehead University and Laurentian University, plus affiliates.⁽³⁾

During 1976-1977, the total operating grants given to these institutions were \$23,996,358. This amount includes \$742,000 in bilingual

given in recognition of the special northern environment. When first implemented in 1975-76 they totalled \$1,280,000 and \$2,972,000 in 1977-78.

2. Colleges of Applied Arts and Technology and Manpower Training

(a) Northwest:

Confederation College (Thunder Bay) is working very closely with all communities (native and otherwise) to develop and deliver programs to meet identified needs. For this purpose, a mobile unit has been developed. Largely, activities are sponsored by the Canada Employment and Immigration Commission and/or the Department of Indian Affairs and Northern Development. Confederation College provides programs on demand for up to 10 reserves north of the 50th parallel. During 1976-77; the Canada Employment and Immigration Commission purchased Academic Upgrading, a Small Business course, and a Cutter and Skidder Course. Academic Upgrading was offered at Pikingikum, Weagamow Lake, Kingfisher Lake, Webique, Lansdowne House and Fort Hope. Enrolment was 15 students in each location. A Small Business course was attended by 15 students at Fort Hope and the Cutter and Skidder course was taken by 24 students at Sioux Lookout. Further, programs such as outlined below have been planned or implemented in the area.

i) Thierry Mines in Pickle Lake

Confederation College has developed and implemented plans to assist native peoples and others residing in Pickle Lake and adjacent areas to acquire the skills necessary for employment.

ii) Osnaburg Reserve

A pilot project for the Life Skills for Employment has been implemented partly to assist with possible employment or further training for the Thierry Mines.

iii) Grassy Narrows Reserve

A welding module is taught on a trial basis.

The enrolment figures indicate that during 1976-77, 79.48% of all the 1,262 full-time students enrolled at Confederation College originated from the regions of Kenora, Thunder Bay and Cochrane.⁽⁴⁾ In addition to the 1,262 full-time students there were 9,939 continuing education/extension course registrations. Region of origin is not available for part-time students.

(b) Northeast:

Off-campus courses are provided by Northern College in the Northeast. During 1976-77, under the Canada Manpower Industrial Training Program, Academic Upgrading and Para-professional courses were offered at Winisk, Kashechewan and Fort Albany. Total enrolment was 47 students. A Nursing Assistant Program in Moosonee is planned for the future.

Northern College has done an in-depth analysis of community needs which will be of assistance in the formulation of long-term planning for the Hudson-James Bay Coast areas and includes Winisk, Kashechewan, Fort Albany, Attawapiskat and Moose Factory. Recent feedback from the Grand Council Treaty #9 (April, 1977) to the Industrial Training Council concluded that the various bodies working together are making

efforts to meet the needs of the communities in the Northeast. There is currently a study being conducted which is attempting to determine the specific industrial and commercial needs in the area and their effect on the general Treaty #9 reserve development concept.

It should, however, be pointed out that serious difficulties are currently being experienced in the immediate Moosonee/Moose Factory communities. Northern College and this Ministry will provide complete services in these communities if the James Bay Education Centre will permit this. Once this difficult matter is resolved, Moosonee/Moose Factory will be provided with the same educational services that are currently offered along the remainder of the James Bay coast.

During 1976-77, 41.58% of a total of 849 full-time students enrolled at Northern College were residents from the regions of Kenora, Thunder Bay and Cochrane. Students originating from these regions also attended the other three colleges (Cambrian, Canadore and Sault) in the Northeast. The enrolment figures indicate that during 1976-77, this group made up 3.51% of all 1,481 full-time students who were enrolled at Cambrian, 5.63% of all 1,012 full-time students who were enrolled at Canadore and 1.92% of all 1,077 full-time students who were enrolled at Sault College. In addition to the 4,419 full-time students registered at Northern, Cambrian, Canadore and Sault Colleges, there were 39,189 continuing education/extension registrations. Region of origin is not available for part-time students.

Although there are five Colleges in the Northwest and Northeast, students have the choice of seeking training elsewhere. The percentage of college students resident in the regions of Kenora, Thunder Bay and Cochrane and who attended a college other than the five listed above was, for example, 20% during 1976-77 (390 students out of a total of 1,908 students).

During 1976-77, the total operating grants given to Confederation, Cambrian, Canadore, Northern and Sault College were \$31,325,956.

Please refer to Appendix A for a map which indicates the Ministry of Colleges and Universities' services above the 50th parallel.

FOOTNOTES:

- (1) These are Fall Term enrolment figures. They are probably understated because 5.41% of the total number of students enrolled at Lakehead University and affiliates did not report their region of origin. Source of data is the USIS* report #110100031-4.
- (2) These are Fall Term enrolment figures. They are probably understated because .40% of the total number of students enrolled at Laurentian University and affiliates did not report region of origin. Source of data is the USIS report #110100031-4.
- (3) These are Fall Term enrolment figures. They are probably understated because 6.39% of the total number of students enrolled in Ontario, other than at Lakehead University and Laurentian University and affiliates did not report region of origin. Source of data is the USIS report #110100031-4.
- (4) Off-campus course information was provided directly from the institutions. Source of the college full-time enrolment data is the OCIS** report dated August 25, 1977. Figures indicate Fall Term enrolment. All full-time students reported region of origin.

(5) Total academic year course registrations.

Source of data is College Affairs Branch,
Ministry of Colleges and Universities.

Data was dated as of November 1, 1976,
February 1, 1977 and June 30, 1977.

* USIS = University Student Information System

** OCIS = Ontario College Information System

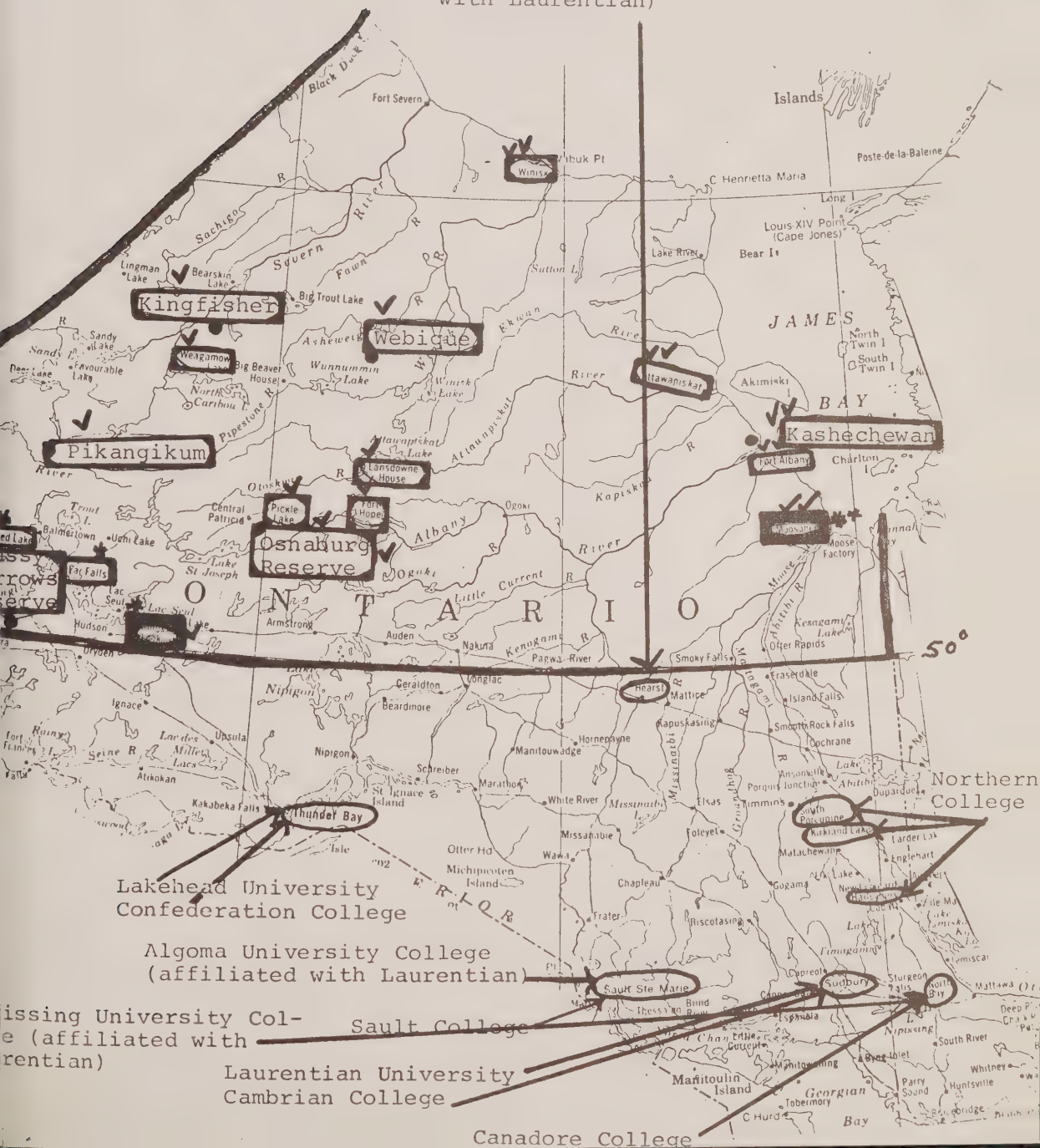
APPENDIX A

SERVICES ABOVE THE 50th PARALLEL

CAAT OFF-CAMPUS COURSES AND MANPOWER TRAINING PROGRAMS

- ✓ Confederation College
- ✓✓ Northern College

University College of Hearst (affiliated
with Laurentian)



CAZON

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-77N22

SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

POLLUTION PROBE

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

POLLUTION PROBE
43 QUEEN'S PARK CRESCENT
TORONTO, ONTARIO

PRESENTED AT

TORONTO, ONTARIO

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55 BLOOR STREET WEST
ROOM 801
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M4W 1A5

SUBMISSION BY POLLUTION PROBE TORONTO TO THE ROYAL COMMISSION ON THE
NORTHERN ENVIRONMENT

Presented to Justice Patrick Hartt on behalf of Pollution Probe Toronto
by Linda Pim, December 15, 1977

Pollution Probe, a Toronto-based environmental research and action organization, welcomes this opportunity to share our concerns about the future of Northern Ontario. We understand the concern of many Northerners who feel that the focus of this Commission must be in the North, where the impact of development decisions will be felt most directly. Yet we feel it is important to come to grips with Northern Ontario development from the standpoint of province-wide interests and concerns. We want to foster solidarity of North and South, not alienation of one from the other.

Historically, Canada has followed the "colonial model" of hinterland development -- extraction of raw materials from frontier regions to serve more advanced and diversified industrial regions. Because these extracted "staples" are removed from the producing region in an essentially unprocessed form, their production generates little secondary economic activity in the region. This form of "development" is not geared to the enhancement of the region's economy as a whole, but to the extraction of certain of its raw resources for the uses of other areas. This pattern in Northern Ontario must be replaced by what can be called the "third world model" of development, in which self-determination of economic development by the people of the region is key. The task of this Commission must be to examine this alternative development path.

Pollution Probe firmly believes that a stable environmental and economic future for Canada is possible only if we begin immediately to implement the "conservative ethic". In recognizing that natural resources are limited in extent, a conservative society seeks to minimize the waste and abuse of these resources. We can, quite literally, "do more with less". The myth that a conservative society is a no-growth society which would leave traditional "producing regions" fallen by the wayside, must be dispelled. Rather, such a society experiences selective growth, instead of growth at any cost or growth for growth's sake. The myth that a conservative society would put ever more people out of work must also be dispelled. Rather, such a society is labour-intensive, calling upon human energy, ingenuity, and adaptability.

The technology appropriate to the conserver society makes sense not only environmentally and socially but also economically. It involves a decentralization of the economy so that industry is regionally based. There is more direct contact between production and consumption. It involves smaller-scale units of energy and materials production. All of these facets of the conserver society can be embodied in a planned, selective development of the North.

The conserver society, therefore, is not an academic theory of concern only to "intellectuals"; it is a lifestyle, a way of thinking and doing that must concern all Canadians. If we do not approach the conserver society by choice, then we will end up confronting it out of necessity. This Commission must study the conserver society concept and incorporate it into all recommendations for the future course of development in Northern Ontario.

Probe feels that this Commission must address itself to the root causes of industrial pollution problems rather than deal only with the symptoms. Water and air are polluted in mid-Northern and Southern Ontario because industries have felt that it did not "pay" to clean up. Workers have been the victims of occupational contaminants because these industries have not looked beyond their financial statements and into the environment of their factories, mills, and refineries. New industries must examine these past mistakes and the human and ecological suffering they have caused, and assume a much higher level of corporate social responsibility. As the economist Fritz Schumacher once said, it is not a question of what we can afford, but of what we choose to spend our money on.

Furthermore, as resources become more scarce, industry is finding that it does pay to clean up, since uses can be found for materials once released as wastes. For example, wood wastes from the pulp and paper industry, which enter Ontario waters as suspended solids, can be reclaimed and used in the paper-making process. Industries have the managerial ingenuity to solve all of their other production problems; they can solve the pollution abatement problems too.

The pulp and paper industry is traditionally one of Ontario's worst polluters and its activity is concentrated in the North. Therefore, Probe feels that this Commission should report fully on the availability of means -- both technical and

financial -- to abate pollution from this industry, not just in new installations, but also through retrofitting of older mills. Along similar lines, this Commission should report on the feasibility of industrial "waste materials exchanges" for Northern mining and other industries. This is an alternative method of dealing with wastes, in which one industry's waste is another industry's raw material. Such exchanges have already begun in several European countries to deal with both solid and liquid wastes.

Probe is concerned that environmental quality go hand in hand with a healthy economy. Therefore, we feel that the Commission should examine labour/capital substitutions in resource industries to determine the extent to which increased labour intensity may help solve both the employment and environmental problems of the North. Furthermore, the Commission should examine the feasibility of shifting more and more of the processing of Northern Ontario's raw materials to that region, so as to diversify the northern economy and make it less vulnerable to "boom-bust" cycles. Employment which might be lost by reduced growth in the extractive sector can be regained in resource recovery and service industries.

Regarding the terms of reference of the Commission, Pollution Probe recommends:

(a) that the geographical limit of the Commission's mandate be changed. While the area north of 50°N latitude is characteristically different from the rest of the North in development terms, we feel that there are enough problems common to the entire area north of the French and Mattawa Rivers to warrant the Commission's attention. The Commission should, at least, abandon the artificiality of the 50°N delimitation, and replace it with a watershed boundary, for example, inclusion of the entire Arctic watershed in Ontario. The headwaters of many far northern river systems are found south of 50°N . Industrial pollution of the headwaters can have a substantial effect on water quality downstream, so it is unrealistic to undertake environmental planning based on a straight line on a map.

(b) that, while the Commission is instructed not to examine specific projects, there be a moratorium on all large-scale, capital-intensive resource development in Northern Ontario, whether it be at the conceptual or construction stage, until the final report of this Commission has been presented to the Government of Ontario. To approve large resource schemes and allow them to proceed would make a mockery of the inquiry process.

4.

(c) that the Commission critically examine Ontario's environmental assessment legislation and suggest amendments to close loop-holes as large as the one through which the Darlington Nuclear Generating Station slipped.

Probe looks forward to reading the preliminary report of the Commission and we thank you for listening to our concerns.

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-77N22

SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

CANADIAN ASSOCIATION IN SUPPORT
OF THE NATIVE PEOPLES

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

CANADIAN ASSOCIATION IN SUPPORT
OF THE NATIVE PEOPLES
16 SPADINA ROAD
SUITE 201
TORONTO

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977

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ON THE NORTHERN
ENVIRONMENT
416/965-9286

MANULIFE CENTRE
55 BLOOR STREET WEST
ROOM 801
TORONTO, ONTARIO
M4W 1A5

SUBMISSION EXHIBIT NO. 190

NOTE:

SEE ALSO SUBMISSION EXHIBIT
NO. 87.

No. 190

Royal Commission on the
Northern Environment
This exhibit is produced by

CASNF

this 15 day of Dec 1977

Squire

PRESENTATION
TO
THE ROYAL COMMISSION
ON
THE NORTHERN ENVIRONMENT.

FROM
THE TORONTO CHAPTER
OF
THE CANADIAN ASSOCIATION
IN SUPPORT OF THE NATIVE PEOPLES,
BY
LAURA KENNEDY
President.

DECEMBER 15th 1977

As a resident of Southern Ontario, I appreciate this opportunity to express to the Commission, the views and opinions of the Toronto Chapter of the Canadian Association in Support of the Native Peoples and trust this begins a dialogue between concerned Toronto citizens and this Commission which will continue through the formal hearings.

To many Torontonians, Ontario North begins at Barrie; while, to some residents of Moosonee the South begins at Cochrane. To this Commission, the Northern Environment is confined to the territory north of the 50° latitude, which is a real geographic boundary, but an unrealistic concept to those people who reside in the Treaty #3 area. This part of the province requires investigation of social, economic and cultural conditions as much as the area north of 50°. It is our considered opinion that this Commission should extend its mandate to an area no less than that covered by the Arctic watershed.

The Toronto Chapter reflects the aims and aspirations of the Canadian Association in Support of the Native Peoples, but as a regional volunteer support group we are directly involved with the Native Canadian Centre of Toronto. It is in this supportive role that we present these views to you today. As residents of Metropolitan Toronto we are aware of the pressure that is being exerted to give first priority to the development of Ontario's northern resources. However, if due consideration is not given to the social impact of this development, native communities in all Ontario will be affected. The survival of the native peoples in this country is the result of their ability to adapt

to their environment. They are not static. When the land no longer supports their life-style, they move, creating migratory patterns that have been long established. The Native Friendship Centres throughout Ontario are aware of this pattern, and can arrange future planning to absorb these people. However, the drastic changes that are foreseen in Northern Ontario, could have such a disruptive influence on the environment, and on those people whose livelihood depends on the land, that the number of migrants would tax the more southerly Friendship Centres, to the detriment of ALL native people in Ontario. At this time, Toronto has the largest concentration of native people in Canada, and, if this is increased beyond the anticipated annual flow, it would be a major problem to raise the necessary financial support. If southern Ontario is impatient for northern development, then it must also be prepared to shoulder the resultant social responsibilities. It is our request that this Commission give due consideration to the social implications of any major enterprise in Northern Ontario.

If social concern is of prime importance, then it would follow that no MAJOR development should be undertaken while the Commission carries out its tasks. Such a moratorium would give the native people in the north, the opportunity to prepare for future development and possible employment in their own communities. It would also allow the people in the south the necessary time to review their attitudes on Northern Development; and to consider the social and environmental implications, along with the more obvious economic ones.

In summing up our sentiments as a support group, I find that Mr Justice Thomas Berger, in "Northern Frontier; Northern Homeland", expresses all we would say in these few words:

"THE THINGS THE NATIVE PEOPLE HAVE SAID TO THIS ENQUIRY SHOULD NOT BE REGARDED AS A LAMENT FOR A LOST WAY OF LIFE, BUT AS A PLEA FOR AN OPPORTUNITY TO SHAPE THEIR OWN FUTURE, OUT OF THEIR OWN PAST. THEY ARE NOT SEEKING TO ENTRENCH THE PAST, BUT TO BUILD ON IT."

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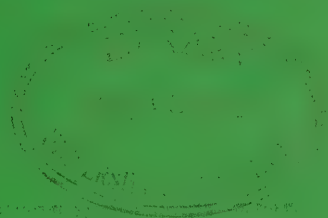
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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

LAURENTIAN UNIVERSITY



PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

LAURENTIAN UNIVERSITY
SUDBURY
ONTARIO

PRESENTED AT

TORONTO, ONTARIO

ON
DECEMBER 15, 1977

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No. 191

Royal Commission on the
Northern Environment

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this 15 day of Dec 1977

S. J. J.

SUBMISSION

PRESENTED TO:

THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BIOLOGICAL IMPLICATIONS OF NORTHERN DEVELOPMENT

BY:

PROFESSOR THOMAS ALCOZE

LAURENTIAN UNIVERSITY

SUDBURY, ONTARIO

DECEMBER 15, 1977

The massive projects being planned for Northern Ontario threaten not only the northern ecosystems, but the people of all Ontario as well. As a biologist, I have been accutely aware of the problems concerning the impact of man's over-exploitation of natural resources on forest ecosystems, wildlife and the people of the effected regions. I have personally conducted ecological research on the impact of man's activities on the environment. It is my intention to outline some of the specific details associated with forestry operations, water diversions, strip mining and other development projects, and describe the effects and implications they may have for the North. I also intend to suggest some alternate strategies for the utilization of natural resources so that future generations will be able to benefit from the programs we establish today.

After careful reading of all the briefs presented before this Commission and particularly the submission by the Ministry of Natural Resources on Nov. 1, 1977, I wish to point out the following:

1. No environmental assessment has yet been made. The Acres environmental assessment report for Reed Co. Ltd., was not an environmental assessment as they stated in the foreword but simply a report issued to comply with government regulations.
2. The studies sponsored by the Ministry of Natural Resources clearly indicate that the Reed Co. Ltd.'s intention to clear cut 18,983 sq. miles is in direct contradiction with the Ministry's findings that clear cutting will destroy the forest. I am referring specifically to a number of documents published by the Ministry and in particular to the Black Spruce Symposium (Canadian Forestry Science, Department of the Environment, Lakehead University, 1975.)

3. The Ministry states that it's target "to produce 9.1 million cunits of wood annually (1 cunit = 100 cu. ft.) over 60 Million acres of net productive forest land by the year 2020 under the Crown Timber Act is conditional, and I quote from the Ministry's Report: "provided the current extensively managed forest is managed more intensively in the future". (p.5) Here lies the problem, for the Ministry has yet to resolve the many difficulties encountered by its experts in effective management of Ontario's forests. (K.W. Hearnden, K.A. Arunson, et al. Black Spruce Symposium).
4. The Ministry brief further states that Reed was granted a licence because of "it's experience in the area". Was it referring to the Dryden experience? We are all aware of the mercury poisoning which ensued. It has certainly received extensive publicity and the people of Grassy Narrows will bear witness to its effects.
5. Furthermore concerning the feasibility studies in the memorandum of understanding, the Ministry of Natural Resources states that it will conduct a detailed forest inventory of the 12,242 sq. mile area within the proposed 18,983 sq. mile cutting area. These studies "will be designed to achieve the optimum utilization of the forest, increase the forest's growth potential, improve the standard of forest protection....while placing particular emphasis on meeting the economic and social aspirations of the Native people of the region". (p.8).

Dr. K. W. Hearnden, Chairman of the School of Forestry at Lakehead University, and an expert in Black Spruce and Forest Management, concurs with many other foresters and specialists who agree that our present knowledge of the Black Spruce and reforestation techniques is not sufficient to make such a statement.

The published results of the Black Spruce Symposium, held at Lakehead University in 1975, poses major challenges for forest scientists and managers concerned with reforestation and regeneration of Black Spruce. Furthermore, I contend that the emphasis is more on profitability than on the aspirations of the Native People.

The existing proposal by Reed Paper Co. Ltd. in North Western Ontario to clear cut the timber resources within 18,965 sq. miles threatens to destroy not only the entire forest in this area but will have long lasting effects on the future environmental conditions of Northern Ontario.

The most important mammal species in this area include Black Bear (Ursus Americanus), Moose (Alces alces) and fur bearers such as Beaver (Castor canadensis) Muskrat (Ondatra Zibethica) Mink (Mustela vison) and Otter (Lutra canadensis) to name only a few. These and other species such as waterfowl and game birds are of great value to the Native People of the region for both food and commercial uses. In addition, this sub-arctic environment includes one of the last remaining boreal wildernesses in the world and serves as a critical habitat in the life cycle of a number of migratory birds, particularly waterfowl. If these unique habitats are disturbed by man the existence of these species will be endangered. At the present time the following species are endangered or rare due to a variety of ecological disturbances: Bald Eagle (Haliaeetus leucocephalus) White Pelican (Pelecanus erythrorhynchos) Double-Crested Cormorant (Phalacrocorax auritus) and Woodland Caribou (Rangifer caribou).

The dominant plant species in the region are Black Spruce (Picea mariana) and Jack Pine (Pinus banksiana) with other less important species such as

Tamarack (Larix laricina) Balsam Fir (Abies balsamea, Trembling Aspen (Populus tremuloides) and White Birch (Betula papyrifera)

Preliminary research by the Ministry of Natural Resources indicates that the Black Spruce and Jack Pine forest of this region may never regenerate if the large scale utilization of the "clear-cut" method of logging is followed.

In order to fully appreciate the impact of timber extraction within the Boreal forest, it is essential to understand the area's unique geographical conditions as they relate to present and future forest productivity.

In this region, the mantle of shallow soils which overlies the bedrock of the Canadian Shield consists of 2 major types which create problems for both natural and artificial regeneration:

1. Varved clay silt, ie. alternate thin layers of silt and clay, results in poor drainage and a rising water table when clear cutting is used.
2. Shallow sandy soils that will blow away after clear cutting removes the trees. New growth cannot take place on bare rock. (Robinson, F.C., R.P.F., A silvicultural Ministry of Natural Resources, 1974. A guide to the Black Spruce working group, Ontario).

The region is also characterized by a high water table; this excess soil moisture can impair the regeneration and growth of forest vegetation. The problems associated with a high water table are compounded because of generally poor soil drainage, low relief and impermeable sub-surface soil types such as Pleistocene lake clays. This results in the establishment of intensive muskeg-swamp habitats throughout much of the North.

The two primary means of regeneration for Black Spruce are seed dispersal and layering. Seed dispersal is impeded by the soil conditions and high water

table. Layering, the most important means of regeneration, is a mode of vegetative propagation which takes place when branches become imbedded in a rooting medium and develop roots. Natural layering in Black Spruce is a characteristic feature of the species and is destroyed by the heavy machinery now in use.

The productivity of Black Spruce is further hampered on organic soils because of poor soil aeration, nutrient availability and adverse climatic conditions. The harsh climate of the north actually limits the growth rate of Black Spruce to about 15 centimeters in diameter per 100 years. Therefore it is not reasonable to assume that a second growth of Black Spruce forest will be harvestable in less than 150 years.

In addition to the problems associated with the edaphic factors inherent in clear cutting operations, the problem of competition between young trees and other vegetation types must be overcome, thus requiring extensive site preparation in the initial stages. Recent research conducted by the Canadian Forestry Service (Cochrane Forest District Study) shows that, approximately 10 years after logging, these cutovers are overgrown with Alder (Alnus Rugosa Spreng). Many of the established conifers require release from Alder competition to grow successfully above the Alder canopy.

Other factors are important in the regeneration of forest vegetation. Lower water tables are commonly associated with forest ecosystems because of the importance of root systems, soil permeability and evapotranspiration, which basically means that trees such as Black Spruce and Jack Pine function as giant wicks pumping water into the atmosphere and lowering the water table.

When the area is clearcut, water rises and seedlings drown. The increased soil moisture also allows certain herbaceous plants to be established which produce substances toxic to Black Spruce seedlings - for instance Bog Laurel (Kalmia polifolia) and Labrador Tea (Ledum groelandicum).

Historically, a number of methods have been developed for harvesting timber resources. One of the most important factors relating to these techniques involves the environmental and silvicultural consequences associated with them.

Originally, logging methods consisted of hand cutting and therefore small scale operations which used horse and sleigh for transporting the logs from the forest. The small size of these logs (1.5 - 2.5 meters) caused minimal damage to the surrounding vegetation. These methods were relatively beneficial to the forest as they allowed layering and seedling regeneration.

Subsequently, new techniques were devised: wheeled skidders were introduced which allowed the transportation of larger logs and sometimes even full length trees. Soil compaction, deep ruts and trenches caused excessive damage to residual trees and layerings. Later still, more powerful skidding machines intensified this problem.

Within the last 10 years, the forest industry has developed a system of mechanized timber harvesting which involves the large scale felling and removal of timber by significantly larger, heavier and more complex machinery such as the Kohering-Wattress harvester. The use of such machinery rules out using any system of logging except clear-cutting.

In the final analysis, the Ministry of Natural Resources studies have shown the overall negative impact of clear cutting as a method of forest management.

Ministers, foresters, environmentalists and biologists have therefore suggested strip or selective cutting as the only viable alternative to clear cutting.

Strip-cutting is a type of modified harvest which is superior to clear cutting in an ecological sense but which is more expensive to conduct because of the additional costs incurred due to extra labour, roads, planning and machinery transportation. At present, Ontario forest industries consider this method uneconomical and so far the only companies using it are relatively small and subsidized by the Ontario government. However, environmentally conscious Scandinavian Countries practise such modern forms of forest management today. (Huikari, 1959; Heikurainen and Krusela, 1962; Sepala, 1969, 1972).

It is important to note that the size and shape of the strip cuts affect the survival of seedlings as much as their distribution. Ideally, these cuts should be less than 500 feet in width because of the importance of wind dispersal in regeneration. Furthermore, strip cutting assures the presence of a seed source from adjacent parent trees. The distance that Black Spruce seeds can be dispersed by the wind depends on the height of the seed trees and wind velocity. The optimum distance for successful seed dispersal is 300 feet.

"This type of modified harvest cutting has been used not only as a seed source to regenerate the cut areas but also to maintain the site, ie., to provide a suitable seedbed and growing site for Black Spruce. It has been observed that modified harvesting reduces the amount of drying and erosion on the rocky sites and reduces flooding on the wetter sites" (J.M. Auld, Management Forester Ontario Ministry of Natural Resources, Thunder Bay, Ontario, Black Spruce Symposium, Op. cit. p. 201).

However, Mr. Auld continues "much preliminary field work must be done before modified harvest cutting can be undertaken. The sites...must be located and identified before access roads are built. The identified areas must then be walked and the layout of the roads and the strip direction ... planned" (op.cit.). This method therefore requires people who not only know the area but understand the interactions particular to that area.

Strip or selective cutting is not economically feasible for a large multinational such as Reed Paper Co. Ltd., although it would be an effective and ecologically sound method of forest management, as well as a source of controlled economic development for the people of the North. Such development would have the added benefit of providing a means of resource utilization which would preserve the forest for future generations. It would create much needed opportunities, jobs and financial stability for areas now often dependant upon the Province, thus alleviating the burden for Southern taxpayers and allowing the Northern population to become self-reliant while effectively managing the forest resources as they have for thousands of years.

As a means of verifying some of the other possible alternatives which might be considered, I contacted the local Ministry of Natural Resources and interviewed one of the Foresters who had been directly involved with the initial cruise for the Reed cutting area. Mr. R. Struick confirmed my doubts as to reforestation. He further stated that the area in question represented only about one-fifth of the total cutting area which was to be affected, according to official maps he himself had examined. The total impact therefore is on a 100,000 square mile tract, referred to in the Ministry of Natural Resources brief before this commission as the West Patricia Planning Area. (p.43)

The apparent extent of this development lead me to investigate further and I have since found that at least three other major projects have been planned for Northern Ontario. If these projects are allowed to be completed, the effects will be permanent and influence the whole Province. However, the Native People who are still living close to the land and who still maintain many of their cultural traditions will be the ones to suffer most at first. Ultimately though we will all suffer the consequences to the same extent. This relationship was emphasized in John Kelly's brief "My Genocide is your Genocide"

The first of these, the Reed Forest cutting and mill complex, I have previously described. It should be obvious from my preceding remarks and from the Ministry's studies that this type of over-exploitation conforms to no reasonable management plan and is inadequate for continued resource utilization.

The second project concerns the proposed fresh water diversion and power development of the Albany, Winisk, Severn, Attawapiskat, and Moose Rivers. If completed it will adversely affect the entire Arctic watershed flowing from Ontario into Hudson's Bay. It is a scheme which provides for the gravity diversion of fresh water from Northern Ontario into the Great Lakes watershed. It will involve 135,000 square miles of drainage basin (which is 33% of the total area of Ontario) including possibly 76 Dams on all 5 major rivers of the North. As usual the local communities will have to pay the social costs. 40-70% of these people depend on a land based economy and will be forced to relocate and drastically alter their lives because of flooding.

The environmental disruptions are potentially staggering. The plan to change the fundamental drainage patterns of the entire Arctic watershed will have direct adverse affects throughout all of Northern Ontario.

Wildlife habitat will be destroyed by both flooding and drying of the river systems. This will cause all the land animals to be driven out and eliminate hunting revenue. The climatic implications for all of Ontario are unknown at present but it has been proven that the availability of surface water has a direct influence on local and regional weather conditions.

Construction will also damage the aquatic ecosystems because of the increase in river siltation rates and the detrimental influence this will have on the successful spawning of fish species. The increased sewage load on local rivers even though considered "temporary" will damage the aquatic habitat and fresh water available to local communities.

The map included with this brief shows the direct relationship between the Reed proposal and the planned river diversions. The clearing of so many square miles will enable the construction of the huge reservoirs and dams described in Northern Ontario Water Resources Studies, - (Inland Water Directorate, Water Resources Branch, OTTAWA, 1973, Ministry of the Environment). It further explains a comment by a Sudbury forester for the Ministry of Natural Resources. After many questions concerning reforestation he stated that "reforestation didn't matter as the area would be flooded anyway". No reforestation - no more forest. Instead, a lake the size of Lake Erie along with several other smaller reservoirs and dams. It is interesting to note that this new Great Lake will be located adjacent to the Agutua Moraine.

The third proposed development project is commonly referred to as the Polar Gas Pipeline. This 42" diameter pipeline will be 3000 miles long when completed, 500 miles of which will pass through northwestern Ontario.

Its operational life span is limited to only 20-30 years, and long term jobs will be limited. Here also, the environmental factors associated with the pipeline affect not only the immediate corridor but other areas as well. The network of roads required for construction of the pipeline will increase pressure on local wildlife because of greater hunting intensity, habitat destruction and noise pollution. The lifestyle of the people will be influenced permanently due to the large number of temporary jobs and the influx of non-native people.

This pipeline is also connected to the other 2 projects (Reed and the River diversions) as the location of the pipeline is determined by the moraine. In effect, it sits on the moraine.

The fourth development scheme, is the Onakawana Lignite and Power Plant. Onakawana has been granted a licence to strip mine. This proposal will strip mine soft coal (approx. 8 square miles near Moosonee.) It has been suggested that the project will create 500 to 600 jobs but it must also be noted that they will last only 20 years. What will happen to the people once the mine closes?

This lignite coal deposit has a mineability of 190 million tons and because of it's low sulphur content will require a mine mouth power plant which is being jointly planned by Hydro Ontario and Onakawana.

Some of the important environmental changes which will accompany this project must also be mentioned. The headwaters of the Medicine Creek River will be diverted to the power plant, to be used for steam production, the heated effluent will then be discharged into local water systems.

Briefly the pollution associated with the Onakawana Project will involve three major sources. 1) Land Pollution caused by the strip mining of low grade coal in an area where reclamation procedures have not been proven. 2) Air Pollution caused by burning this low grade coal will affect the air quality for the people living in the surrounding communities. 3) Thermal pollution will be increased in the local aquatic ecosystems because of the heated effluent discharged from the 1,000 megawatt generator. This will directly influence local fish populations because of their intolerance to rapid changes in water temperature.

Curiously enough, this single project has been considered so marginal for the last 50 years, that it has never been developed. However, a source close to the project has linked this thermal generating plant to the river diversion scheme. It would supply the necessary energy for the diversion. And its immediate availability would allow Hydro-Ontario substantial savings.

We therefore must not separate these 4 projects. They are interconnected and dependant on each other as links in a chain. Any environmental assessment therefore should take into account the combined effect of all projects.

The impact of man's activities on the abundance and continued availability of natural resources is becoming a serious problem. If these resources are to be conserved for the future we must develop alternate strategies for resource use. One way to comprehend this complex problem is to examine some of the cultural strategies involved in the historic use of resources by different groups of people.

The first major energy crisis in the world occurred in England in the XVIth Century. It was a crisis of deforestation. The period between 1450

and 1550 was one of expansion. Explorers roamed the world, forests were cut down to suit the development of agriculture, industry, commerce and construction (houses and ships) as well as heating. This expansion paralleled an unprecedented population boom and urban development (London multiplied eightfold from 60,000 in 1534 to 530,000 in 1696). All Europe felt these pressures yet England was the first country to experience an acute shortage of wood.

The reign of Elizabeth I (1558 - 1603) and James I (1603 - 25) met with in lation, and complaints of deforestation came from all parts of the Kingdom but went unheeded. In Pirotechnia (1540) Biringuccio wrote: "very great forests are found everywhere which makes one think that the ages of man would never consume them — especially since nature, so very liberally produces new ones everyday". A Royal Proclamation in 1615 laments the lost forest wealth of "Wood and Timber". Britain's forests simply had not been able to keep up with the demand for wood. (see John V. Nef "An Early Energy Crisis And Its Consequences" Scientific American N.Y., 1977).

The exploitation of the earth's resources has often violated common sense. To make the most of these resources calls not only for ingenuity but also for restraint.

Closer to us in time and space, Dr. K. W. Hearnden, Lakehead University recounts in his paper "the story of Canadian Forestry" the exploitation of the Eastern White Pine (Pinus strobus). and Red Pine (Pinus resionsa). These species were "a significant factor in the development of the economy of the new province of Ontario. The phenomenal growth of a saw-milling industry, based essentially on the liquidation of the best and most accessible stands of these species" - was followed by "the rapid decline of that industry, because all Red Pine and White Pine had been eliminated,

beginning about 1908, after little more than a half century of unregulated, unrestrained cutting in the Great Lakes - St. Lawrence Watershed. The rate of growth of the pulp & paper industry in Ontario today is based primarily on the Black Spruce and parallels that of the lumber industry based on White Pine and Red Pine in the previous century." (Black Spruce symposium, Canadian Forestry Science, Dept. of the Environment, December 1975, P.5)

Sometimes even a desire to improve the environment or to exploit "under-exploited" resources can lead to the same tragic results. A recent example was described by Barry Estabrook (Harrowsmith, 1977 Vol. 7, P.17 - 23), concerning Big Lake Rideau, near Portland, Ontario. Until 1966 this lake supported an abundant population of Lake Trout and Whitefish. The local community benefitted from the sport fishing of trout in summer and caught Whitefish in winter for their own consumption. Ministry officials decided that the lake was "under harvested" and began a project which was to remove the "undesirable" Whitefish and maintain only the "preferred" Lake Trout. Within a few years after intensive commercial fishing began, the Lake Trout and Whitefish populations had both been eliminated from the lake. At the present time it is doubtful whether either of these species will ever thrive in the lake, proving once again that Nature knows how to care for the needs of her creatures better than we.

To quote one of our elders John Fire Lane Deer:

"We must all see ourselves as part of this earth. Not an enemy from the outside who tries to impose his will upon it. Being a part of the earth we cannot harm any part of her without hurting ourselves"

In the "Northern Mines" of Sept. 15, 1977, Alan Bolduc revealed that the government was not only interested but enthusiastic in the "multiplier effect" meaning that "the Onakawana project could spark a series of developments in the area lowlands". What would be the overall impact?

The Ministry of Natural Resources brief of Nov. 1, 1977 has stated that "The (Hartt) Commission could very easily become swamped in a mass of detail". (P.47). However it also states that the public should be fully informed of all details and that any assessment should incorporate the combined impact of all development projects north 50. They should all be taken into consideration - together (Reed Co. Ltd., Onakawana Dev. Ltd., Hudson Bay Oil and Gas, Polar Gas Consortium, Prospection Ltd., Kerr Addison Co. Ltd., Omoco Petroleum Ltd., river diversions, etc.)...

While the government's economic development program calls for 18,000 new jobs by the year 1990, the employment resulting from these developments will be short term. The construction jobs (roads, dams, plants, etc...) will last 4 - 6 years and will require outside skilled workers therefore establishing a boom and bust cycle of employment. This necessary influx of outside labour will further destroy the lifestyle and economy of the local people and leave ghost towns in its wake. The so-called "Preference given to local residents" (mainly Native People) will continue to be mere tokenism, and not provide for long term or permanent skilled jobs. (see individual ministry statements concerning the number and duration of jobs provided by individual development projects.)

In conclusion I would like to impress upon you the fact that our natural resources are not expendable, their availability is finite. If we allow our precious resources to be misused or otherwise destroyed we will not be able to replace them within our life time or the lifetime of our children.

The ministry of the Environment should see that its guidelines are adhered to and that its deadlines are strictly enforced.

I therefore agree with the Ministry's conclusion as stated: "Forest protection is a key component to resource management". "A new approach to land use planning is required within the Ministry of Natural Resources. The land use planning must proceed from the broadest geographical area, the Province, to the geographic components of the area...and to the local level". (M.N.R. brief, 1977, P. 35, 40).

However, I disagree with the granting of any licences for timber or mineral extraction before comprehensive environmental assessment studies are available.

The impact of all projects must be compiled and analyzed together before any development is authorized. Furthermore, the Hartt Commission should insure that this be carried out and should so recommend in its interim report in February, 1978.

We have a responsibility to ourselves and to the generations that will follow us, to develop the resources of Nature in such a way as to insure their continued availability in the future.

It has been demonstrated many times that the economic principles of exploitation have consistently lead to extensive disruptions of the natural ecosystems of this continent.

We as a society are now faced with a unique opportunity to develop new attitudes concerning resource uses, and conservation. Biological principles combined with Native cultural history represent a model which can provide our society with alternatives to ecological destruction and ensure the continued survival of future generations. The choice is with us.

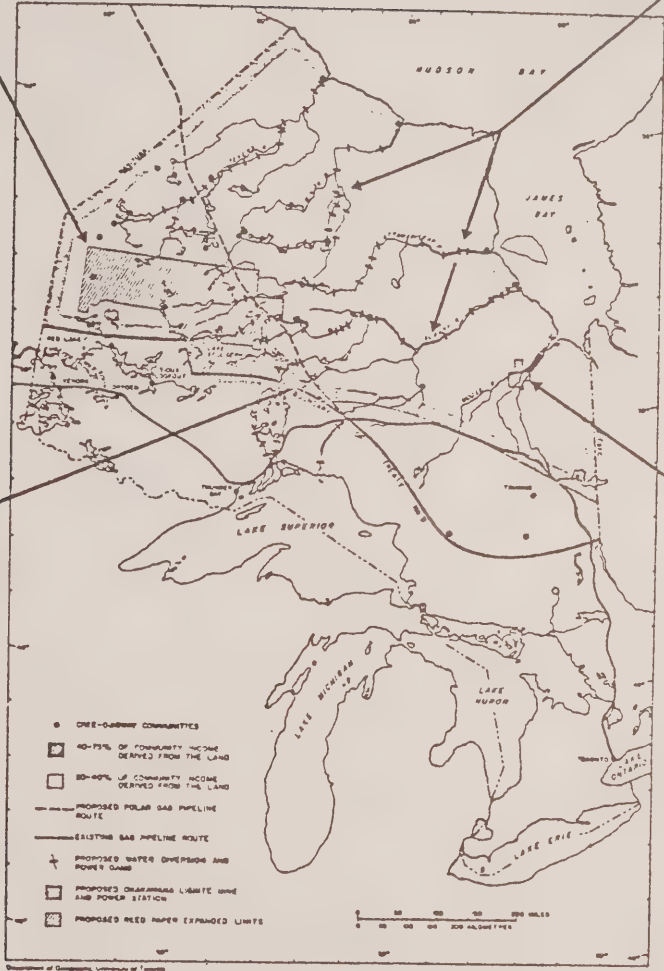
Thank you Mr. Hartt for the opportunity to make this presentation.

1
**REED FOREST
 CUTTING AREA
 AND MILL
 COMPLEX**

4
**DIVERSION AND POWER
 DEVELOPMENT OF THE ALBANY,
 WINISK, SEVERN, ATTAWAPISKAT
 AND MOOSE RIVERS**

2
**THE POLAR
 GAS PIPELINE**

3
**ONAKAWANA
 LIGNITE MINE
 AND POWER
 PLANT**



Major Development Projects Facing the Cree-Ojibway North of 50

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

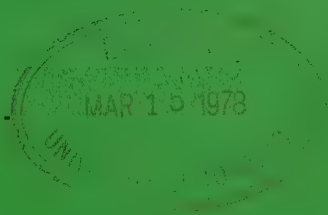
LAURENTIAN UNIVERSITY

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

LAURENTIAN UNIVERSITY
DEPARTMENT OF GEOGRAPHY
SUDBURY, ONTARIO

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ROYAL COMMISSION
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55 BLOOR STREET WEST
ROOM 801
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M4W 1A5

No. 192

Royal Commission on the
Northern Environment

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R. B. Anderson

BRIEF* PRESENTED TO THE
ROYAL COMMISSION ON THE
NORTHERN ENVIRONMENT

TORONTO, DECEMBER 15, 1977

R. B. ANDERSON
DEPARTMENT OF GEOGRAPHY
LAURENTIAN UNIVERSITY
SUDBURY, ONTARIO

* PRELIMINARY DRAFT COPY

ABSTRACT

The purpose of this brief is to suggest to the Royal Commission on the Northern Environment that the 'North of 50⁰' region of Ontario is already in the process of becoming the main fresh water supply source for the Great Lakes Basin and even beyond to the U.S.A. It is within this integrated geographical context that the proposed development projects in Northern Ontario must be visualized. If the Commission seeks to fulfil its mandate of acquiring a comprehensive understanding of the development process as it relates to Northern Ontario, it is essential that it be cognizant of the continental parameters involved.

A. Canadian Water Export

Throughout the 1960's several continental water diversion proposals were tabled. Leading the list were the North American Water and Power Alliance (NAWAPA); North American Waters: A Master Plan (NAWAMP); the Central North American Water Project (CeNAWP) and the Great Replenishment and Northern Development Canal (GRAND CANAL). These and other proposals foresaw the transfer of Canada's Arctic flowing waters to the U.S.A. for the mutual benefit of both countries. Yet while other Canadian resources and especially energy resources had been exported for some time to the U.S.A., the public outcry accompanying these water export proposals suggested that water, for some reason, was unique to Canada and therefore should not be surrendered. The intensity of this public outcry manifested itself in a paper entitled "A Monstrous Concept - A Diabolical Thesis" and the claim that U.S. investment in Canada on the premise of promoting development was, in fact, only "... a means of feeding the mortally maladjusted U.S. ecosystem intravenously." (McNaughton, 1967, p. 16) (Livingston, 1970, p. 9).

This negativism prevailed for two reasons. The first reason was associated with the projected receiving areas. Critics claimed, and justifiably so, that wasteful water use practices in the U.S. and the anticipated fresh water shortages did not justify securing additional waters in Canada if only for the reason that this would perpetuate existing inefficiencies with their attendant significant economic social and environmental costs.

Secondly, the impact on Canada - the area of origin - was viewed with apprehension. According to A.G.L. McNaughton:

Of our many resources, two are fundamental:
land and water. In Canada, they are closely
related, and we alienate or squander either
only at our peril (McNaughton, 1969, p. 379)
(Emphasis mine)

This peril, in contrast to promoting development, can be interpreted in two ways. On one hand, with such a large scale diversion the massive areas of reservoir inundation would not only eliminate "... beautiful naturally-watered valleys . . . (but) those Indians of Canada who have maintained their life on the land will be gone and (with) the disappearance of that way of life will fade a vital part of the fabric of our nation" (Bocking, 1974, p. 21). Arguments in this vein sought to relate the diversions with the loss of Canada's national character and heritage.

On the other hand, this peril was equated with the possible loss of Canada's sovereignty in conjunction with water export. That is, if we make an agreement to transfer water to the U.S. we cannot ever discontinue or we shall encounter force to compel compliance. Hence by surrendering our right to self-determination we surrender our position as a sovereign nation. (McNaughton, 1969, p. 387)

When one ponders these two criticisms they are seen to be sequential and circuitous. That is the holding out of easy technological solutions such as NAWAPA etc., only accommodates continued wasteful and inefficient water use. In turn societal attitudes support these inefficiencies and when combined with their institutional support systems there is a tendency - indeed the inevitability - of shaping events in the direction of large scale technological solutions. Rather than promoting these technological solutions in the form of a publicly condoned national (or international) construction program a more subtle course of events unfold. Specifically, progression toward the end unfolds in a piecemeal fashion. That is, prevailing attitudes and the institutional support system plan for obtaining additional water via diversion. However because of numerous constraints - not the least of which are fiscal constraints - the total 'system' is not immediately feasible. Nevertheless as the studies have been carried out and since funds were used up in plan preparation there is considerable pressure to carry out at least part of the original plan. Hence, planning deteriorates into a process of trying to justify an existing plan (Linsley and Franzini, 1972, p. 639).

Yet the end results are the same. In the name of progress, in a step-by-step fashion, we build toward a rigid technological environment and in the process foreclose on future choices and courses of action. Ironically, while progress implies an improved quality of life, progress of this step-by-step procedure erodes alternative choice - itself the foundation of quality of life.

B. The Comprehensive Approach

Fortunately, the fallacy of this approach has been documented in resource management literature. This literature emphasizes the need for what is termed 'comprehensiveness' - a term incidentally that has become commonplace in recent resource legislation in Canada.

With respect to water management comprehensiveness implies integrating:

. . . all aspects of water quantity, water quality, water use, and related land and urban planning into a balanced whole for the benefit of the many recognized legitimate interests (Sewell, 1976, p. 20)

However, operationalizing the comprehensive approach is no easy task. Immediately one is beset with problems of defining tradeoffs between regions, interest groups, income classes as well as present and future generations. Further complications arise due to the fact that the environment and our needs and attitudes are constantly changing as is our technological expertise and data availability.

Implicit here is the need to maintain flexibility in final choice so that opportunities be left open in the future for the adoption of new solutions demanded by changing values and technological and managerial innovations (O'Riordan, 1971, p. 132). Hence flexibility and cognizance of

inter-relationships between variables are the cornerstone of comprehensiveness. In aggregate this suggests or should enforce the notion that selected programs may need to be discarded or altered.

Obviously, then, comprehensiveness stresses the decision-making process. That is, there is a need to continually review the information gathered and to pursue public preferences. This suggests that public participation is a prerequisite for the comprehensive approach both for the purpose of gathering information and displaying the same. Further, public participation is important at two levels. It is essential that the agencies and people who will be responsible for implementing plans should be involved in the planning process, so that they clarify their interest - or absence of it - in its implementation. Also, it is essential to involve the people of the area for which the plan is being derived so that they feel that it is "their plan" (Sewell, 1976, p. 22). If omitted, the probability for a rigid and narrowly conceived action program increases and there may be a tendency towards development ". . . on a piecemeal basis." (Tolley and Hastings, 1960).

As mentioned above, this concept of comprehensiveness has been incorporated into recent Canadian resource legislation. Representative pieces of legislation are the 1970 Canada Water Act and the 1971 Public Inquiries Act of Ontario by which the Royal Commission on the Northern Environment was struck. Both of these highlight the need for public participation.

C. Ontario's Arctic Water and Comprehensiveness

I return here to the theme of this paper by drawing your attention to a peculiarity of the Canada Water Act. That is, in spite of the public furor with respect to continental water diversions, the Act made no reference to, or mention of, the question of water export. While, in itself, this omission can be justified in the sense that the Canadian government has decided not to make any commitment one way or another in the interests of national sovereignty, there remains a much more serious issue with respect to the omission. I refer here to a statement made by Senator F. Moss of Utah in the late 1960's. An ardent supporter of a continental water policy, Moss noted that the question of water export is delicate and Canadians have to come to the conclusion that it is of some benefit to them. Concerning NAWAPA (and the following statement can be applied to the other proposals) he stated:

. . . (it) was a very centralized system.
It seems to me now we shall not be able
to do it quite that way. We might have
to do a piece at a time (read piecemeal),
as each piece becomes feasible.
(Sykes, 1972)

The significance of this statement is somewhat clarified when one considers a statement made earlier in this decade by Ken Dawson, an anthropologist at Lakehead University. He stated:

. . . a number of large dam and power projects across the country appear unrelated, but, when looked at in total, they appear to be part of an overall continental water and power program . . . (Achneepineskum, 1973, p. 394)

In Ontario, the Northern Ontario Water Resource Studies (NOWRS) have been viewed by many to be part of this ". . . overall continental water and power program. . . " The NOWRS, the object of such suspicions, are a joint venture by the Canadian and Ontario governments that spanned a ten year period (1965 - 1974) at a cost of 6 million dollars. Focusing on the underdeveloped waters of the Severn, Winisk, Attawapiskat and Albany rivers in Ontario's Arctic drainage basin - together draining an area of 135,000mi² or approximately 33% of the total area of the province - the purpose of the studies were:

With respect to water drainage into James Bay and Hudsons Bay in Ontario, to assess the quantity and quality of water resources for all purposes; to determine present and future requirements for such water and to assess alternative possibilities for the utilization of such waters locally or elsewhere through diversion (Ontario Water Resource Commission, 1969, p. 2).

Although the Studies were to investigate the water resources and joint economic development of the area, the secrecy surrounding information collection and display proved to be irritating, to say the least. For example, in the period 1965 - 1973, in excess of fifty questions were raised in the House of Commons relating to a) the impact of possible diversion on Northern Ontario and b) whether or not the Canadian government was anticipating exporting Northern Ontario's Arctic flowing waters to the U.S. A similar volume of questions along the same lines were raised in the same period in the Ontario legislature. Other public bodies such as organizations like Keep Northern Ontario's Water (KNOW) and Dam the Dams Campaign, the Union of Ontario Indians and Grand Council Treaty No. 9 showed similar concerns.

The type of answer given to these questions is indicated in the following response by the Parliamentary Secretary to the Minister of Energy, Mines and Resources:

I do not consider it would be in the public interest to table these at this time. (progress of the NOWRS) They simply report progress achieved on certain elements of this co-ordinated

investigation and study. Some of these elements could be misinterpreted if they were considered separately, without regard to the overall scope of the study (Debates . . . Oct. 22, 1969, p. 11718)

In view of the large number of questions raised the remarkable consistency of responses in this vein does not augur well for legislative promotion of the comprehensive approach. Again, in apparent frustration with respect to information on the status of NOWRS, Dawson suggests:

In Canada, events are arranged for Canadians so that information will leak inconspicuously and not at a rate to cause public outcry (The Great Water Fight, 1972; p. 8)

Also, according to the same report:

Could it be that all this information is being kept under wraps so that when it is all complete, our governments, federal and provincial, can use the same type of snow job tactics on us that the Quebec government used to announce the James Bay Project? (The Great Water Fight, 1972, p. 8)

By way of summary, I would like to make two comments on a 1973 report by the late Harry Achneepineskum entitled Progress: At the Cost of Genocide - A Study of Government Plans to Flood the Lands of Northern Ontario. Firstly, the report is conclusive evidence regarding the very serious shortfalls with respect to information collection and display on behalf of the Canadian and Ontario governments. Secondly, the report suggests that large scale water diversions are imminent. Yet, I am sure, if it had not been for the unfortunate and untimely death of Harry Achneepineskum, he would have tread the same grounds I am to cover in the remainder of this brief. Specifically, I want to present the hypothesis that not only is information being kept secret and a diversion is imminent, but that events suggest that the diversion could already be beyond the planning stages and could be unfolding in a piecemeal fashion.

A caricature in a recent edition of the magazine Ehnewheat aptly puts into context the point I am making here. The caricature, entitled - Creeping Event . . . - shows a native inhabitant of Northern Ontario, up to his forehead in water with two fingers protruding from the reservoir (presumably to indicate his final appearance). Accompanying this are the following words:

This occurs when something is actually taking place but when manifestation of the event are arranged to occur at an inconspicuously gradual and piecemeal pace - thus avoiding some of the consequences which would follow from the event if it were immediately perceived to be occurring (Dokis, 1976, p. 2)

I develop the hypothesis in two stages. In stage one I focus on problems and events with respect to the Great Lakes that suggest that a diversion from Northern Ontario seems to be in the offing. In other words, as suggested by the Utah Senator, events are shown to be unfolding in such a way that a diversion to the Great Lakes seems feasible within Canada. In stage two I look at the "area of origin" and raise questions that are currently being studied - albeit in a different way - by the Royal Commission on the Northern Environment.

i) Stage One

According to the NOWRS, after discounting the prospect of large scale water use within Ontario's Arctic watershed, the harnessing of these waters for utilization elsewhere could be accomplished by the diversion of water to the Great Lakes. The studies suggest that some 40,000 to 50,000 cfs could be obtained from the study area. (Inland Waters Directorate, 1973, p. 5)

The significance of this suggestion is clarified when one considers the International Joint Commission's (IJC) October 1974 report titled Further Regulation of the Great Lakes. After studying problems caused by fluctuating lake levels and flows over a ten-year period the IJC concluded that no program of structural regulation of the outflows of Lakes Huron and Erie - as already existed at the outlets of Lakes Superior and Ontario - would provide adequate protection of shoreline interests against what it termed "... the effect of inevitable high and low water levels that nature - not man - commands" (International Joint Commission, 1974, p. 61).

In this context, the statement in the NOWRS that the diversion of Northern Ontario's water to the Great Lakes could be used to develop power at new and existing hydro plants (Niagara Falls) and to alleviate low water level conditions on the Great Lakes during dry periods seems to constitute more than a mere academic exercise.

In fact, six (6) areas suggest that a large-scale diversion to the Great Lakes and beyond is possible.

ia) The transfer of water from Ontario's Arctic watershed to the Great Lakes and the diversion of water from here to the U.S. is not a prospect but a reality. Although interest in diverting this water goes back as far as 1930, in conjunction with Ontario Hydro's studies in N. W. Ontario, diversion became a reality in 1939. In that year the Long Lac diversion was initiated, followed in 1943, by the Ogoki diversion. Both divert water

into the Lake Superior Basin from the Albany River Basin and the sum of these diversions has averaged approximately 5400 cfs. Also since 1848, the Chicago diversion has withdrawn water from Lake Michigan and directed it to the Mississippi River. Effective March 1, 1970, by a decree of the United States Supreme Court, the maximum allowable diversion from Lake Michigan was set at 3200 cfs, including domestic pumpage. This decree was an apparent compromise. It was considerably less than Chicago requested for continued growth demanded increased diversion to dilute the sewage effluent of the Chicago Sanitary District prior to transferring it to the Mississippi. On the other hand, downstream interests on both sides of the border looked with disfavor upon the diversion for it intensified the problems induced by naturally low water levels in Lakes Huron, Erie and Ontario as well as along the St. Lawrence River (International Joint Commission, 1974, p. 22).

However, the point to be made here is that the claim by Grand Council Treaty No. 9 that we already export Northern Ontario water to the U.S. is essentially correct. Hence, the major consideration for the future is not "Should we export water to the U.S.?" but rather "How much more should we export" (Kokis, 1976, p. 2).

ib) While the IJC officially announced the inadequacy of in situ regulation as a means of controlling lake fluctuations in 1974, this conclusion was anticipated as early as 1964 (Kierans, 1964, p. 18). Since that time, attempts to secure extra-basin solutions have been evident. For example, consider the following statement by U.S. Senator F. Moss with respect to Northern Ontario's Arctic watershed:

. . . the President of the U.S. should refer the matter of the diversion of surplus Arctic waters to the IJC with the request that an economic and engineering feasibility study be made (Emphasis mine) (U.S. Congressional Record-Senate, Sept. 1, 1965, pp. 21786-21789).

It should be noted at this point that traditionally the Canadian government expressly forbade consideration of purely national Canadian waters for ameliorative purposes when it referred problems of Great Lakes levels to the IJC (Quinn, 1973, p. 68). Nevertheless, while the IJC did not initiate the studies it seems more than coincidental that the joint federal-provincial NOWRS were initiated in the same year as the Senator Moss proposal. Significantly, the federal government's role in the NOWRS - it being the final authority in granting permission to export Canadian water - was one of establishing the economic and engineering feasibility of a Northern Ontario water diversion (Inland Waters Directorate, 1973, p. XII).

ic) Upon announcing the NOWRS in 1965, the governments of Canada and Ontario already had a detailed plan for the diversion of water from the Arctic watershed to the Great Lakes and beyond to most parts of North America. This was the Great Replenishment and Northern Development (GRAND) Canal developed by

Thomas W. Kierans, a Sudbury-based consulting engineer.

The GRAND Canal proposal foresaw the sequential separation of James Bay from Hudson Bay transforming the former into a huge fresh water lake. From here water would be pumped up the Harricanaw River in Quebec to the headwaters of the Ottawa River within the Great Lakes drainage basin. Near Mattawa this water would be pumped up the Mattawa River to Lake Nipissing and, via the French River, ultimately reach Georgian Bay (Kierans, 1964, pp. 28-31)

The benefits to be derived from the GRAND Canal were stabilization of Great Lakes water levels; 'flush out' the polluted waters of the lower lakes; improve navigation and increase hydro-electric power capacity at new and existing plants (Niagara Falls) with the Great Lakes as a central reservoir from which water could be exported to the U.S. at a profit to Canada (Kierans, 1964, p. 52).

Kierans presented his GRAND Canal proposal at two meetings of the Federal Standing Committee on Mines, Forests and Waters. In 1960, the presentation was made in conjunction with "Estimates 1960-61 of the Water Resources Branch of the Department of Northern Affairs and National Resources". Five years later, the proposal was considered at session "Respecting the Subject-matter of the Water Levels of the Great Lakes System" (Standing Committee . . . 1960) (Standing Committee . . . 1965).

After rejecting Kieran's GRAND Canal on both occasions on the grounds of insufficient cost estimates and engineering feasibility studies, a committee of the House of Commons recommended that the Federal government invite Ontario and Quebec to investigate the possibilities of something along the same lines as the GRAND Canal. However, Quebec refused the invitation since it had apparently decided to promote the new ongoing and controversial James Bay project (Quinn, 1973, p.68). Because of Quebec's refusal to participate and because the waters of the Moose River in Ontario were already committed to hydro-electric power development the Federal and Ontario governments signed the NOWRS agreement to study those waters west of the Moose River.

It seems then that the GRAND Canal concept could be 'alive and well' although the area of origin has shifted westward.

id) Not only does the Kierans' plan throw some light on the purpose of the NOWRS but it helps to interpret statements made with respect to the latter.

The Summary report of the NOWRS notes that if diversions to the Great Lakes are increased to a point where they would be effective in lake level regulation (approximately 40,000 to 50,000 cfs), it is unlikely that these waters could be fully utilized more often than about one year in ten - the one year being one of extremely low levels. That is, an indiscriminate use of large diversion flows would lead to excessively high lake levels in naturally high water years which, in effect, could be more devastating than low levels which have occurred in the past (Inland Waters Directorate, 1973, p. 6).

Yet when one looks at the details of Kierans' GRAND Canal a solution to this problem is readily available. This is provided by what Kierans called 'water-level conditioning'. Simply it states that when water levels are naturally high the certain costs accompanying the diversion of water into the Great Lakes could be offset by allowing for the increased export of water to the U.S. through the Chicago diversion or others. Alternatively, in low water years, the volume of the allowable diversion would be reduced (Kierans, 1964, pp. 23-25).

ie) Recent developments surrounding the Chicago diversion seem to indicate experimentation with Kierans' concept of 'water-level conditioning'. As indicated above, the allowable Chicago diversion was set at 3,200 cfs, much to the consternation of downstream interests within the Great Lakes basin. In fact, any application by the state of Illinois to have the allowable diversion increased was vehemently opposed. It was this conflict that Kierans addressed. By 'water-level conditioning' Chicago could have an increase in the allowable diversion and downstream interests would be appeased by inflow from the GRAND Canal.

Again, it seems ironic that in October 1976, the allowable Chicago diversion was increased to 10,000 cfs for a five year trial period by Public Law 94-587 passed by the U.S. Congress (Clark et al., 1976, p. 12). Given the current high lake levels and the inevitability of subsequent lower levels the increase in the allowable Chicago diversion and the time restriction on it, seems to be what Kierans had foreseen.

if) As expected, the Canadian government has objected to this unilateral action on the basis that downstream interests will most likely experience profound economic, social and environmental costs. A more important point here, though, is that the Canadian and U.S. governments have broken a long established tradition. Recently, both governments requested that the IJC study the effects of water diversions into and out of the Great Lakes (Clark et al., 1976, p. 12).

Before terminating this section, I again refer to the IJC report of October 1974. It noted that only comprehensive management would serve to protect both future and current activities along the shorelines against the effect of inevitable high and low water levels. (International Joint Commission, 1974, p. 61). Recalling the definition of comprehensiveness given earlier the situation in the Great Lakes Basin tends to negate its attainment. Settlement within the area was encouraged by the seemingly inexhaustible water supplies so that settlement was accompanied by inefficient and wasteful water use practices. Increased population growth in the basin, with its ever expanding and broadening demands upon the resource base, made the population more and more susceptible to even minor changes in lake levels. Evidently prevailing attitudes and the accompanying institutional support base do not mesh with the demands of comprehensiveness. This conflict could very well make short-term, piecemeal solutions seem feasible. In this instance, procuring additional waters could be considered the feasible ameliorative measure. Ironically, this solution is feasible not only to the U.S., but to Canadians as well - thus fulfilling the condition outlined by Senator Moss in 1965.

ii) Stage Two

Here I turn to what has come to be known as 'Ontario North of 50°' and suggest that we encounter further evidence of the piecemeal approach. Here I draw your attention to the three large resource development projects in Northwestern Ontario that are major concerns of Grand Council Treaty No. 9 and residents of Northwestern Ontario in general. These are the Reed Forest Cutting Area, the NOWRS and the Polar Gas Pipeline.

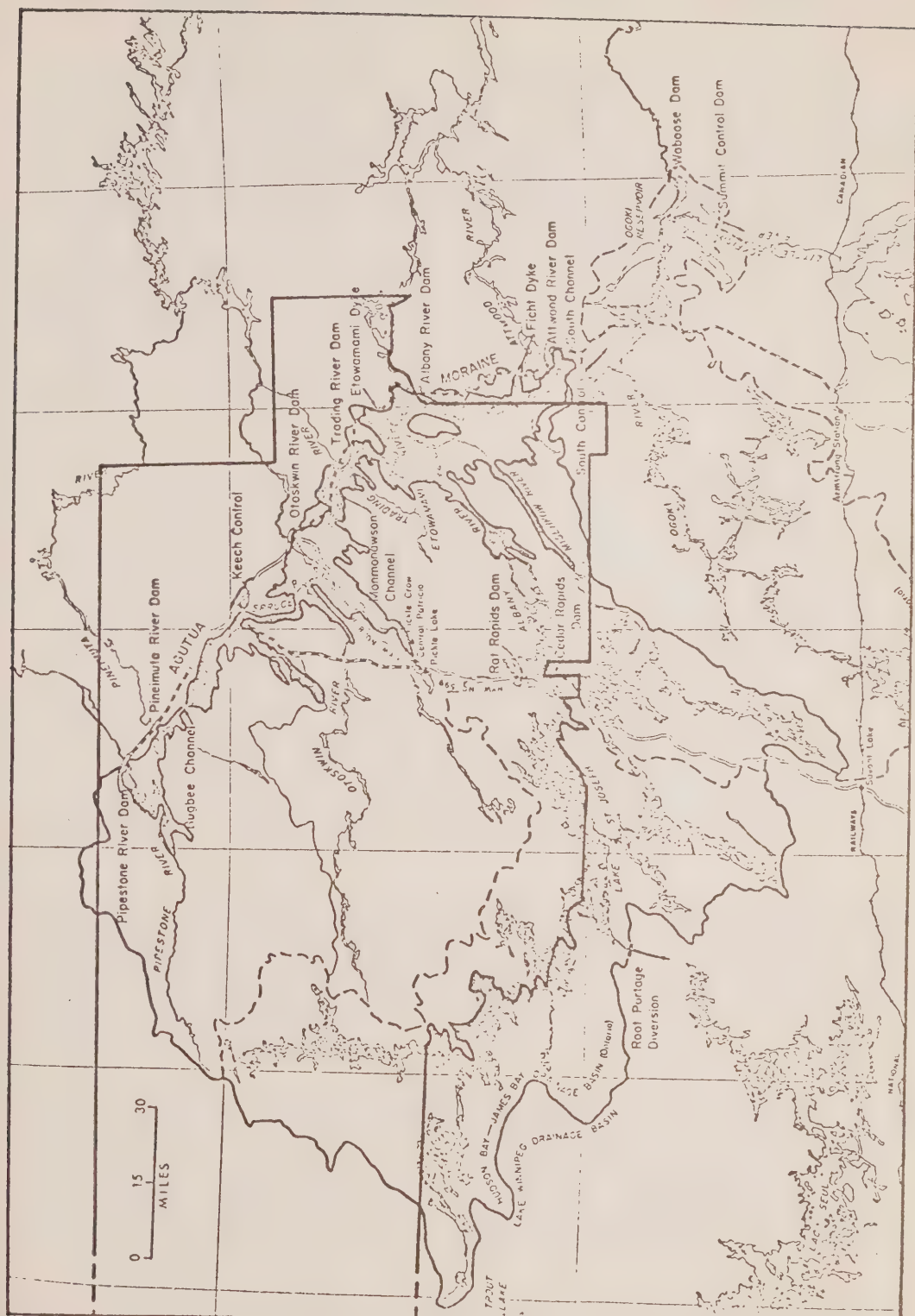
Upon following the preliminary hearings of the Royal Commission on the Northern Environment in newspaper reports, I have noticed that all three projects are viewed as separate and unrelated entities. Indeed, up to this point in time, there has been nothing to suggest otherwise. My hypothesis here is that there seems to be an intimate relationship between the Reed Forest Cutting Area and the NOWRS. In addition, there is some indication that the projected Polar Gas Pipeline is interrelated with the above two.

ii a) The controversy surrounding the proposed Reed Forest Cutting Area in Northwestern Ontario is adequately covered in a number of Canadian newspapers. For those taking a long term view the major concern is the potential social and environment impacts of clear-cutting over a large portion of the Crown Land allotment. The details of this impact have been more than adequately covered in the brief presented at this same session by Tom Alcoze. For this reason I do not intend to repeat what he had to say. One important point, however, should be made clear. And that is that Reed Ltd. claims that clear-cutting is the only economically viable way of harvesting the area. However, when viewed in the context of the NOWRS another reason for clear-cutting seems plausible.

ii b) The NOWRS concluded that several alternative projects could divert water from the basins of the Albany, Winisk and Attawapiskat Rivers. Avoiding the technical details two types of diversions were investigated: gravity diversion and pumped diversion.

One gravity diversion possibility would utilize the Agutua glacial moraine as a barrier to divert headwaters of the Albany, Winisk and Attawapiskat Rivers into the existing Ogoki diversion. By closing gaps in the morainic ridge created by the aforementioned rivers a large reservoir would be created behind the Agutua moraine. This natural-man-made dam would control a drainage area of nearly 13,360mi² and the estimated long term average diversion yield would be 10,350 cfs. It is important to note that field investigations for this diversion have all but been completed. (Inland Waters Directorate, 1973, pp. 16-18).

In this gravity diversion almost all of the projected reservoir falls within the Reed Forest Cutting Area (Figure 1). Assuming that the reservoir is to be built and that we do not want to repeat the instance of aesthetic blight exemplified by reservoirs of the Columbia River project in B.C., then one of the first steps to be taken is to clear-cut the forests from the future reservoir. In any case the 'close fit' of the projected reservoir to the limits of the Reed Forest Cutting Area is remarkable.



PROJECTED RESERVOIR in REED FOREST STUDY AREA

After presenting a colleague with this information, he commented that the 'close fit' suggests collusion.

As outlined in Figure 2, additional water for diversion to the Great Lakes would have to be obtained by pumped diversion. Four major possibilities are reported in the NOWRS. The first, the Opichuan Diversion, would entail pumping water from the Albany River up the Opichuan River to the existing Ogoki diversion. This project could yield 20,000 cfs. Secondly, the Ogoki Pumped Diversion (20,000 cfs) would pump water from the Albany River up the Ogoki River to the existing Ogoki reservoir. Thirdly, the Pagwachuan Diversion (40,000 cfs) would pump water upstream along the Kenogami, Pagwachuan and Osawin Rivers to where it would spill into Lake Superior. Finally, a gravity diversion from the basins of the Winisk and Attawapiskat Rivers could add approximately 15,000 cfs to any of the three pumped diversion alternatives. Because it would be a gravity diversion, this latter project would necessitate the creation of another large reservoir in Northwestern Ontario. (Inland Waters Directorate, 1973, pp. 18-28).

Due to the large number of pumping stations required and the equally large volume of power required to run the pumps the NOWRS concluded that ". . . further expenditures or studies of pumped diversions could not be justified at this time" (Inland Waters Directorate, 1973, p. 36). Yet the possibility of further studies in the future should not be ruled out. In its brief to the Royal Commission, the Ontario Ministry of Natural Resources stated that there is a possibility of extending cutting rights to the north of the Reed Forest Cutting Area. Apparently this could involve over 100,000 m² within what is known as the West Patricia Planning Area - an area which includes the site of a possible gravity diversion from the Winisk and Attawapiskat Rivers to the Albany (Ministry of Natural Resources, 1977, p. 43). Could it be that clear-cutting will again be condoned and could it be for the purpose of clearing a reservoir site? Put another way, will the water diverted from within the Reed Forest Cutting Area (10,350 cfs) be sufficient to offset anticipated water shortages in the Great Lakes Basin? From what was stated earlier the answer to this is a definite no!

ii c) The Polar Gas Pipeline is a projected large-diameter pipeline to transport natural gas from Melville Island in the central Arctic to the existing Trans-Canada Pipeline System, connecting at Long Lac in Northwestern Ontario. In crossing Northwestern Ontario the pipeline will cross the upper reaches of the Winisk, Attawapiskat and Albany Rivers. Beyond information of this general nature few specific details of routing, design or finance have been released.

By way of conjecture I would like to comment on a potential route for the pipeline. A map published recently to identify the major concerns of the Cree-Ojibway population of Northern Ontario shows the projected Polar Gas Pipeline crossing the northeastern portion of the Reed Forest Cutting Area. Upon closer inspection the route outlined on this map corresponds with a large section of the Agutua moraine, which you will recall, is to be the 'dam' for a gravity diversion from Northwestern

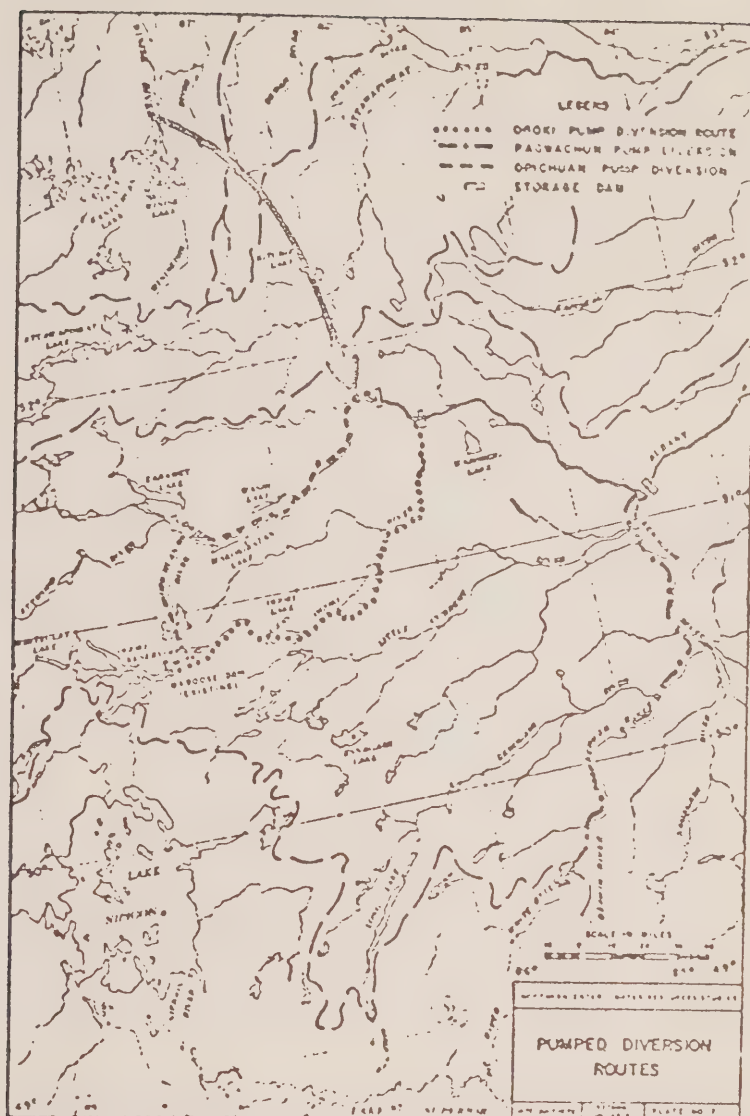


FIGURE 2

Ontario (Canadian Association in Support of Native Peoples, 1977, p. 38). Could it be that the Polar Gas Pipeline will cross a portion of Northwestern Ontario in association with a diversion dam?

D. Summary

The Piecemeal approach or 'creeping event' suggested in this brief reminds me of a statement made recently by a prominent geographer. He stated:

. . . technology is developed for some specific purpose, based upon existing knowledge and in time is improved and applied in a similar way to what may be very dissimilar activities. Finally, the system within which that technology has become embedded adopts itself to it (Garrison, 1973, p. 241)

This statement can be interpreted in two ways, both of which are relevant to this brief. With respect to water management, the technology of dams and diversions was initially intended to provide for a secure local water supply. Yet improved technical expertise and increased engineering capability led to the securing of additional waters over greater and greater distances. As outlined earlier, this encourages and even promotes wasteful water use. Finally, although inefficiencies are actually the result of this technology, they are no longer viewed as such. Efforts to reduce inefficiencies prove to be mere tokenism, inefficiencies persist and beg application of the same technology on an ever increasing scale. Such is the rationale behind continental water diversion proposals.

A second interpretation relates to the decision-making process. In this context technology accommodates the division of labour and, therefore, specialization. In turn, specialization begets sectionalism, departmentalism or, more to the point, tunnel vision. Finally, any attainment of a comprehensive approach - which simply implies obtaining full knowledge of what is occurring - is negated. One reason for this is that short-term objectives replace or are often mistaken for long-term objectives. Another reason is that institutional attitudes and objectives are considered synonymous with the public interest.

Upon combining these two interpretations it is readily apparent that one perpetuates and intensifies the other and vice versa. Let me clarify this in the context of large-scale water diversion and the presentations made thus far to the Royal Commission on the Northern Environment. Although the fallacy of large-scale water diversions has been widely documented, they are 'alive and well', seemingly proceeding in a piecemeal fashion. Why? As suggested by one individual, continental schemes could be realized if only for the reasons of creating more employment or simply to open up hinterlands (Tinney, 1967, p. 25). While this statement is representative of the final stage of the aforementioned scenario of technology, consider the thrust of the briefs presented to the Royal Commission. With respect

to the Reed Ltd. proposal both developers and the non-native local population are in favor of proceeding. Supportive arguments, predictably, are in the vein of increased employment and 'development' of Northwestern Ontario, the former being short-term (in the case of the Reed Forest Cutting Area, the maximum life-span is 30 years) with the latter vaguely defined. Given the long-term nature of metropolitan demands upon the regions' waters expressed in terms of a departmentalized approach, and given the bias of the local population for short-term and primarily economic objectives (through no fault of their own) one can readily understand how the events suggested in this brief could go unnoticed.

In conclusion, I would respectfully submit on the basis of the above information that the Hartt Commission should consider as one of its prime mandates the need to view all existing and proposed development projects 'North of 50°' within the broader geographical contexts provided by the Province of Ontario, Canada, and the North American continent. Unless this geographical perspective is fully understood, there is the danger that the existing piecemeal development pattern may well result in negative long-term impacts for all Canadian residents.

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

DEPARTMENT OF NATIVE STUDIES

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
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BY

DEPARTMENT OF NATIVE STUDIES
UNIVERSITY OF SUDBURY/
LAURENTIAN UNIVERSITY
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ROYAL COMMISSION
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416/965-9286

MANULIFE CENTRE
55 BLOOR STREET WEST
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BRIEF TO
THE ROYAL COMMISSION
on the Northern Environment

Royal Commission on the
Northern Environment
This exhibit is produced by

Sept. 7 Rating Sheet
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this 15 day of Dec 19 71
Spencer

by
James Dumont
Department of Native Studies
University of Sudbury / Laurentian University

An elder from Manitoulin Island, a grandmother, now in her eighties, recently related a dream she had as a young woman. In this dream she was taken up to the sky and a 'voice told her to look back in the direction she had come; she was asked what she saw. Through the mist, she could make out the shape of the earth. The 'voice' then instructed her: "That is where you come from. That is your Mother. Go back and take care of Her." Since that time, she has learned many things of the traditional Native beliefs and traditional ways. She has honoured her vision and cared for her true Mother. She is now a grandmother to her people and is someone to whom the young can go and learn of the Earth and the creation and of the traditional ways.

In her elder years she had another dream. In this one she was, in her old age, leading a group of Native people to the Nation's Capital. She was beautifully garbed in traditional dress and was leading a delegation to bring demands and a message to an important gathering in Ottawa. At the meeting itself there were many people, of which the Native delegation that she was leading was only a part. There were non-Native people of all sorts there and various Native groups. When she woke up, she wondered how, in her aged years, she would ever lead such a delegation to such a distinguished gathering as this one.

This may appear to be a strange way to introduce a brief to such a Commission as this, but, I introduced a similar brief to the Berger Commission when Justice Berger and the people of Canada were trying to come to terms with issues very similar to these.

With the greater publicity of the expressions of the Native people themselves through the media, as well as through recent books by more understanding authors, and lately, through statements of sovereignty and self-determination, it must be obvious that there is a lot more to the land claims issues and northern development than just treaty rights and compensation alone. Native people who live in the various territories that have been faced with the question of 'development' (Eastern James Bay, Northern Manitoba, Northern B.C., the Northwest Territories and now Northern Ontario) have been saying over and over again: "We are part of the earth -- the Earth is our Mother and we are relatives to all of creation". When Native people are asked to 'surrender' their land, or to make way for 'development' of the land and its resources or are encouraged to 'alter' their life patterns in relation to the land, a very important request and serious decision is being put forward. Native people do not have the same concept of land ownership and view of the expendability of the earth's resources as those making the demands for the land and those presently in control of the development of resources. The fact is: "We do not own the land; it is not ours to give away". Native people have a special relationship to the earth. It must be appreciated and accepted that the original Native people of North America are the "Keepers of the Land".

Now, when we are faced with serious ecological problems, with the ignoring of what treaty rights were supposed to have been guaranteed, and the threat of intrusion onto what lands and territories have been left to the original inhabitants, this whole question of land and relationship to the land is arising once again. With this recent pressure relating to land issues has come a renewal of the awareness among Native people of the unique relationship they have with the earth and of the original responsibility they were given when they were placed on this land. The 'feeling' for the land is still there; it has not been lost or eroded away by time and acculturation.

And the sense of urgency for a sense of 'control' and the need for a direct determining of what decisions are made affecting the earth and its creatures and the people of the land is a reflection of this continuing concern for the earth and responsibility as 'care-takers' of the land. This must not be forgotten or overlooked when judgements are being made concerning land settlement issues and determining of proper government of land developments.

As considerations are being made, therefore, for the proper jurisdiction over the land in Northern Ontario and for responsible development of the communities and resources of the North as a whole, attention must be paid to the following important matters:

1. Justice in determining appropriate response to demands for recognition of treaty and aboriginal rights;
 2. Close attention to the petitions and counsel of Native people of the North concerning northern development and use of resources in these areas --- even where this means attending to the concerns of the Native people and encouraging self-determination of the Native people of the Northern Ontario over and above the pressures of an economic and political nature from outside dominating forces;
 3. Recognition of the special status of the Native people, and the fact of their co-existence with other Canadians. With this recognition should come an attempt to develop a healthy and co-operative co-existence in this land with encouragement of Native identity and culture, and, respect for the position of the Native people that the land and freedom and autonomy on the land is vitally linked with their survival, their identity and culture;
- And importantly,
4. Awareness of the Native peoples' special relationship to the land and its creatures; and, of the sacred responsibility Native people have toward protecting and caring for the earth.

All of North America must listen to the pleas of the Original People of this land for a respect for the Earth as Mother and a union and harmony with her. Native people have the ancient responsibility of being "Keepers of the Land", but, all North Americans are bound together in their relationship to Her and to creation. Unless we listen to the pleas of the People of the Earth and of the Earth herself, we will not be able to survive, or, we will jeopardize the quality of life of our children and grandchildren.

This is the wisdom that that grandmother from Manitoulin Island whose dream was fulfilled by the delivery of this message of concern for the Earth and for her people to the Berger Hearings in Ottawa, and, is extended here to this Province's Capital, Toronto, at a 'hearing' on similar matters being raised concerning Northern Ontario.

BONDING WITH THE EARTH

As Native people we have a 'bond' with the earth. As non-Native people perhaps you need, especially at this time, to develop that bond. I was once told about this relationship we have with the earth by a spiritual leader from Minnesota/Wisconsin. He moved a bit of dark earth with his foot and said: "Do you see this here? That is who we are. We come from her; we look like her; we must go back to her. So close is our bond to her, that if something happens to her it will happen to us also. If she gets sick, we will become sick as a people. If she is hurt or harmed in any way, we will suffer also. And, if by some means we as a people were to somehow disappear, you would find that the earth would be threatened with the same extinction. That's how close we are bonded to one another."

No dividing line exists between the earth and her creation. Remove the earth and there is no creation. Remove the creation and the earth is a dead rock. When the Creator looked out at the form he first created, He saw a rock floating in space. He saw that there was something missing; so, He put a fire in the centre of that stone. With that fire the earth was born and there now lived a Mother with a heart. Since that time the Mother has given birth to all forms of life on earth and sustains them with the love a true mother has for her children.

Science, though it has been blind, if not outrightly opposed to such world views, has come a long way toward adopting an amazingly similar view. Looking at the earth, it has become harder and harder to see her as anything other than a living organism that not only breeds life and supports it but is given continued life and is supported by her creation. Earthlife is not merely an ecosystem, but a living, breathing, loving being. "Earth is the planet that lives, that has a twenty-seven-day cycle of temperature change, that has a circulation system of waters, that breathes, that constructs radiation belts to protect its life," (J.C. Pearce), and even, that "thinks", as claimed by Jesuit/scientist, Teilhard de Chardin.

Recent studies have led to the conclusion that there is an 'assimilation-accomodation' process that goes on in virtually all facets of the earth's systems. Whether it is the atmosphere immediately above the ground, the water-life, the humus system on the surface of the ground or the life and exchange of breathe between plants and animals in the forests, all forms of life exists by a continuing and vital interaction between the creation and earth. There is no way of separating the earth from its life or living beings from the earth itself. As an example, seawater cannot be duplicated in a laboratory because it is not simply salt and water and various other chemicals. It is rather a "living ecosystem" where actually

millions of different organisms are all part of the living substance. By simply making a chemical duplication you separate the life from the water and you no longer have seawater. This surely applies to other life-systems as well. Creation of substitute (artificial) environments for food producing animals has jeopardized the health of North Americans. Complete clearing and tilling of the soil has created dust bowls. Interfering with 'menacing' insects has endangered many other important if not critical animals and birds in the life-chain. And, certainly, irresponsible clearing of forests and flooding of vast tracts of land will immeasurably disrupt the balance of the earth and its creation, wherever it is practiced.

The earth, as a mother, is always accommodating to the organisms, the life forms, the children she calls her own. The children, however, must also be close to her and accommodate to her. With human beings it is no less so. Plants and animal and other 'creatures' are a part of the balance of life in the earth. It is the human being who is so often and so easily at odds with it. We can create a meaningful 'development' in the north or anywhere else. It is possible. But only if we become knowledgeable of the balance of life. realize that we are not the only children of the earth, that others want to live, to eat and find shelter and that we actually depend on their being able to do so. We must be guided by the principle that the earth is a living being that mothers creation and who, without the help of her children living in harmony with one another and with her, cannot for long support the life that depends on her.

Somewhere in the 'spirit', or if you like, the soul of the original people of North America there still lives this 'feeling' for the land, this relationship or 'bond' with the earth. It has not disappeared, but rather, has recently surfaced with present threats to land where he is.

In the coming months, Mr. Commissioner, as you go to Native centres and Native communities, this is what will be at the heart of what you will hear from the Native people.

As well, there is this awesome responsibility that Native people have, and which is also being re-asserted today, of caring for the earth—being "keepers of the land".

Keeping this in mind, it is not unusual then that the land on which Native people live today and to which they assert some claim is the very land that is so eagerly sought after by northern developers for hydro electric power, for timber, for oil and gas and for water. The very things that have become so crucial for the modern world—energy, heat, water and paper are, at the same time, the very things that are causing the greatest threats to the land, the environment, the creatures and the original people of the land. The Native people, significantly, are the ones who happen to stand between the potentially disastrous misuse of the land with disruption to the balance of the environment and the land itself. The largest proportion of the coal (obtained by strip-mining) in the Montana-Wyoming area happens to be under "Indian" land. Oil and gas and the territory through which it must be transported happens to be under the guardianship of the Dene Nation and other Native peoples of the Northwest Territories, the Yukon and northern British Columbia as well as the Inuit. Hydro electric power development schemes are the most feasible on rivers and water systems that are a part of lands rightfully belonging to Native peoples. Wilderness forest areas sought after by paper companies happen to be on land to which Native people make treaty and aboriginal claim. Water diversion schemes necessitate the inundation of lands where Native people happen to live or seek subsistence. Nothing could be more fateful—because Native people just happen to be Keepers of the Land.

In line with this responsibility, and again significantly, it has been the Native people who have been first and foremost

in the voicing of discontent and objection to the unplanned development - without - conscience of the north and the irresponsible devastation of the earth and diminishing of natural resources. Not the Canadian public, not the conservationists, not the ministries of natural resources, not the department of northern development, but it has be the Native people—the original people invested with responsibility for the land—who have roused the public conscience, stood up for the earth and animal, bird and plant life, and in fact, fostered Royal Commissions to consider proper and responsible northern development, land use and 'control' of the environment and natural resources. The earth is our Mother. She takes care of us, but we must also take care of her.

BROTHERHOOD

We, the Ojibwa people, have our prophecies about this time. It is potentially a very great time: a time when Native people will "retrace their steps" and rediscover, renew their spiritual and cultural roots, finding in their cultural traditional and spiritual ways, a new meaning in a new time; and as well, a time when there is the greatest possibility of establishing a "brotherhood" among the original people and the 'newcomers' to North America.

It is said that in the time of our great great grandfathers there was a foreknowledge of the coming of a 'light-skinned people'. When he came, it was prophesied, he would wear one of two faces. One could be the face of brotherhood and if he came showing that face we would welcome him as our white brother. However, he could also come showing the face of destruction, in which case we would see a suffering we have never hitherto witnessed in the history of our people. We can see clearly now which face he came wearing. Since that time we have almost totally lost touch with our roots, our culture and our spiritual ways. We have almost been destroyed as a people. Almost. We have turned our

backs on our grandfathers and grandmothers and have been drawn to take up another way, as foreign as it might have been to our character, our life style and own view of the world. We almost forgot our Mother and our responsibility to her. Almost. Those who came here brought their own ways and tried to inject them into this land. They tried to change the people, change the land and subdue the freedom and spirit of this continent. They saw the original inhabitants, not as equals, but as ones who needed to be brought up to their level of knowledge, civilization and religion. They saw the land and environment as new and strange and even hostile, where the wilderness had to be cleared and cultivated, the frontiers pushed back, the animals tamed or driven off and the resources discovered and exploited.

This accounts for our meeting, our brief history together in North America and brings us right up to this very moment. Now where is the resolution and the possibility of 'brotherhood'? We have entered the present era of what is called the Seventh Fire: the time of renewal and of working toward brotherhood. Perhaps, as it is just beginning it is hard to see. But the Native people are "retracing their steps" and re-affirming their bond with the earth and identifying again their responsibility as Keepers of the Land". However there is one more necessary event that must occur to complement this—the descendants of the 'newcomers' must find within themselves that 'spirit brotherhood' with which they should have originally come. Surely, in seeing the Red Man as a brother he must also recognize the importance of what he believes about the land and the environment. Surely, as one who has lived in this land for thousands and thousands of years and developed a way of life in harmony and balance with the earth and creation, it is important and time for the white brother to listen to what his Red Brother has to say. Certainly this is an act of brotherhood.

I personally would like to believe that this Commission—these hearings—is more than an exercise to pacify the Native

people while a way can be found to skirt around the demands they are putting forward so development can continue (this has been suggested in some circles). That this is more than simply a stalling for time or another Royal Commission that will be written up and sit on the shelves. I would like to believe that this Commission is sincere in its intention to listen to Native concerns and Native directives for resolution and change. I would like to believe that this is an exercise of true brotherhood. Only then will we be able to talk together. And then perhaps our bond with the earth and the land might be acknowledged. Then our sacred responsibility to care for the earth might be recognized.

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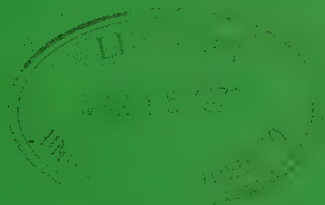
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ROYAL COMMISSION
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416/965-9286

MANULIFE CENTRE
55 BLOOR STREET WEST
ROOM 801
TORONTO, ONTARIO
M4W 1A5

Department of Psychiatry - University of Toronto

Sioux Lookout Zone Hospital

Project

Implications of Major Industrial Development for
MENTAL HEALTH OF NATIVES IN THE SIOUX LOOKOUT ZONE

Submission Presented to

The Honourable Justice E. P. Hartt

Commissioner

Royal Commission on the Northern Environment

by

Gerald H. C. Greenbaum, M.D.

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SIOUX LOOKOUT ZONE HOSPITAL PROJECT

Psychiatric Service to Northern Indians

In the past six years the Department of Psychiatry at the University of Toronto has been involved in a program designed to provide psychiatric services to Indian communities in Northwestern Ontario. The program includes direct services, consultation and mental health facilitation through education and development of local human resources. Other departments of the Faculty of Medicine have been involved in varying degrees in the "Sioux Lookout Project", a program of specialized health care delivery in collaboration with the Federal Department of National Health and Welfare, initiated in 1969.

The Sioux Lookout Zone is an area of over 100,000 square miles stretching from Hearst, Ontario on the east, to the Manitoba border on the west, and from the Hudson's Bay on the north to the transcontinental Canadian National Railway line on the south. Sioux Lookout is the site of the 80 bed Sioux Lookout Zone Hospital which serves as a medical centre for the entire region with its population including about 10,000 Cree and Ojibway Indians. The majority of this population lives in small, remote villages. The major sources of income include: welfare, small commercial fishing operations, small saw mill operations, trapping, government service employment, manufacture of crafts, and co-operatives.

The following are observations, opinions, concerns and recommendations of mine and of representative members of the psychiatric section of the Sioux Lookout Zone Project. Several of us have been visiting the same villages since the start of the program and we are now the longest continuing contact of the non-native service personnel in the villages that we visit.

INTRODUCTION: I am addressing this submission to that part of the Commission's mandate concerned with the social, cultural and mental health needs of Northern communities and native people. I am presenting issues for consideration and further study which relate to mental health, which I believe are of

fundamental importance to the native people living in the north of Ontario, and which should be thoroughly explored by the Commission.

The presentation will of necessity be brief, and will serve as a supplement to the submission of the Canadian Mental Health Association. My major concern involves the human psycho-social factor in economic development in relation to major industrial enterprises and expansion.

It is my understanding that change in the ecological landscape with major industrial intrusions, and the intrusion to an increasing extent of southern Ontario life styles into the north is probably inevitable. It is my conviction, furthermore, that the most destructive aspects inherent in rapid, exploitive, externally introduced, planned and imposed development, can be minimized by careful provision of some safeguards. These safeguards include participation of the inhabitants of the affected area, and controls from within the area upon the rate of speed of introduction of development, and upon form of development. Adequate social preparation can be studied and implemented by means of provisions for education and training, and cultural as well as natural resource safeguards.

The group that I represent is concerned with the prevention of further abuse and fragmentation of the social and cultural fabric of a people which has been already severely jeopardized, patronized and disparaged by white society. With new encroachments of an alien culture and socio-economic system and values into native traditional culture and life styles, the existing support systems, already inadequate, will be further strained. This will result in further social and emotional turmoil and upheaval, as it has in the past.

NATIVE MENTAL HEALTH PROBLEMS IN CONTEXT: The history of the Northern Indian in the context of white society has been marked by exploitation, patronage, and degradation. A condition of dependency by the Indian on the white man has been perpetuated, possibly since the treaties negotiated from around the 1870's to

the early 1900's. As a result of be ttlement and oppression, by the white man in desperation the Indian looked to the white man for survival. It has been difficult for the Indian people to develop a sense of self worth and autonomy while continuing to be dependent on a white system that has not often understood the unique character of the Indian culture, or provided adequate solutions to problems. White paternalism has not been adequately tempered with understanding of the need for development of self-worth, and recognition of the need to be part of decision-making processes. The defeatism and apathy among many Indians has not been addressed by white man's education, and continues to be reinforced by unrealistic comparisons with white man's ways of thinking about time, regimentation, planning for the future and even so far as life and death.

Carlson has written that: "The White Euro-Canadian lives in a society that is familiar and through centuries of cultural and institutional refining, specifically fashioned to his needs. While his problems coping with his society may be various in kind and intensity, and while he may become quite alienated from it, he is, in any case, living in a cultural community drawn to his specifications. By contrast, as evidenced by our social history, the 'average' Native person has been isolated from Mainstream Canada (Ontario) for two to three hundred years. His cultural history has been profoundly different. As we know, Native people originally had access to most of the territory known today as North America. Nomadic hunters, their migrations were determined by the available supply of game and by inter-tribal conflict. The White man brought with him concepts of property, and land-holding which were alien to the Natives. The reserve system was, in retrospect, a form of deliberated segregation, often mutually agreed upon in the face of drastic incompatibility of cultures.

The Native people, of course, were the losers in this arrangement. Their life style of free, nomadic, wandering was restricted to say the least. The reserve system curtailed geographic mobility thereby beginning an undermining

of the very basis of their pristine hunting economy and culture. The mental health implications of this situation for the native population were grave, in their debilitating and demoralizing effects. While some native people have succeeded in adapting to the dominant culture, more are floundering in their attempts to achieve a modus vivendi with the majority society.

Moving into (and in) the white man's world is difficult for the northern Native person. The prospect is a source of discomfiture for many adolescents who often must attend a 'white' school (often hundreds of miles away) during the secondary phase of their education. Many never reach this phase of education. It worries adults with marginal skills, and unrealistic concepts of the white man's socio-economic and industrial system, who move to the city in hope of finding work. It is particularly difficult for a native youngster from an isolated northern community who has to adjust to the noisy, strange and hectic environment of our cities and the impersonality of our schools, in which their own passive behavior makes them even more disadvantaged. After brief exposure, it is not surprising that the young native quickly realizes that a workable adaptation to the white man's complex society will demand of him a brain-washing which could threaten his emotional stability.

As heavily as the above dilemma looms in the native mind, other problems exist which make social integration even less inviting. There is much talk today among native spokesmen of 'cultural genocide' or cultural assimilation. Many native people feel that they can participate in Mainstream society only at the cost of their cultural identity. Most, to be sure, are initially more concerned about coping with their day-to-day problems of survival, physical and psychological, when they leave the shelter of their communities, the questions of cultural survival, their minority racial situation, peculiar legal status and special relationship to government eventually surface.. The fear of cultural repression

is also linked by many native people to grievances induced by injustices real or imagined, of past treatment: land expropriations, administrative treatment and racial prejudice. The feeling that his ancestral lands have been usurped, that he has been so confined, as to cause the distortion and degradation of his ancient culture, filters through the native subconscious, often eroding any inclination he might have to attempt social integration or mobility." Welfare, as a solution to Indian poverty, has meant that the native must accept his dependency on the white man. This seriously affects traditional family and kinship relationships.

Brett has characterized native mental health disorders by their "high incidence of alcoholism, depressive states and behavioral problems, a suicide rate more than twice the national average." High rates of murder, violent death, rates of penal incarceration and recidivism, child and wife abuse and neglect, illegitimacy, poverty, gasoline and solvent sniffing are among the high indices of poor mental health. In our experience, the greater the proximity of a native community to a site of industrial or commercial development or white community, the greater the morbidity or incidence of problems with which we have been confronted.

Indian children and youth have inherited a legacy of hopelessness and helplessness. Fortunately, in recent years, there has been an upsurge of Indian political awareness and activism. For the most part, the young have been caught in a conflict of cultures. They perceive a mobility and fulfillment that is possible for whites, but not for themselves. They are trapped in a vacuum, between fading traditional skills, values and roles which have become increasingly unacceptable to young people, and a complex, confusing, unassailable and inaccessible white world. Many of their parents lacking skills valued in white society, are unable to compete with whites for jobs with high status and financial reward, and are faced with diminishing

prospects for self-sustaining traditional means of livelihood because of deteriorating game and fishing resources. Native people of all ages who are not working simply loiter without self satisfying outlets. They do not state opinions strongly, they are not competitive or aggressive, traits not highly valued by whites. The tools for inculcating children with self-esteem are blunted through generations of disuse. The lack of self-satisfying outlets for children and youth contributes to boredom and monotony. In this emotional climate, as with impoverished white children, outlets that are most accessible though self-destructive, such as solvent sniffing, alcohol abuse, violence and promiscuity become sources of pleasure, escape and excitement.

Alcohol has been a quick and powerful means of release for people who are usually stoical and controlled when sober. Most violent behavior and violent deaths, occur in relation to alcohol abuse or other intoxication. Passive attitudes and feelings of impotence often neutralize the control of a community over its inhabitants. Overt chaos has been the common state of several communities.

Although more enlightened attempts are being made to provide a realistic meaningful educational curriculum, significant gaps are still conspicuous between the presentation of a basically white middle-class school model and a program that is relevant to Indian culture and life style.

Any alteration in the physical environment represents a change not only in the native Indian's experience of the world, but also a change in how he experiences himself. Since the Indian identity has spiritual links with animals, rocks and plant life, any major intrusion into the environment that changes it significantly, represents an assault on the identity and self perception of the native.

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RECOMMENDATIONS AND CONCLUSIONS:

Along with the Canadian Mental Health Association's submission, we feel "the need for humanly-scaled, locally-planned, initiated and controlled growth" in order to minimize the adverse effects of rapid externally imposed development.

We recommend that the Commission consider fully (1) the human factor in the economic development equation and the psychosocial effects of major industrial expansion;

2) opportunities for developing local initiatives, and participation in development, while considering existing life styles and rights to self-determination.

More specifically, we recommend the direct and active involvement of native leaders in planning and control of development in and around their communities. We view this involvement as rehabilitative of a sense of self-worth and dignity.

We recognize the need to provide training opportunities for the Indian, for new skill development, while ensuring the option for traditional forms of livelihood and distinctive training programs for youth who prefer the latter option.

We recommend careful study of ecological factors as they pertain to both native livelihood and identity.

The Commission should explore the viability of small, local enterprises or fragmentation of larger developments. Local zoning authority, subcontracting opportunities, leasing rights or outright ownership by communities should be explored as possible means of fostering business and industrial expertise. This would start at the small operation level, which is the level most likely to succeed, and would be in keeping with the relative lack of experience of natives in the area. This approach would facilitate greater independence, responsibility, and self-sufficiency of native people as well as enhancing a sense of dignity,

and mastery over their own lives. Hopefully, boom-bust development which has not been successful in the past in providing steady work or training, can be obviated.

The Commission should consider training programs for native recreation personnel in order to provide recreational outlets, especially in isolated villages. The focus should be on children and youth with programs developed to enhance skill and character development. Increasing the availability of self-satisfying outlets would increase self esteem, and could help to diminish self-destructive or violent behavior, and provide opportunities for leadership.

Provisions should be sought for modifying educational programs in consultation with parents and community leaders. The objective would be to make teaching methods and programs maximally relevant to the way most students live and are likely to live in later life.

I have taken the point of view that change may be inevitable. There are victims of the cultural conflict as described and simplistic solutions clearly will not provide a panacea for the human problems of the north. My hope is that this will in no way deter this Commission from its quest for an evolutionary constructive transition maintaining the primary focus on responsibility, non-dependence and dignity.

The Commission by making extended visits to representative communities, will be able to further study alternative ways and means of using natural resources, and allow for further informal discussions of such issues as health care, the interests of children, and issues concerning women's rights.

Indians must attain increasingly high standards of education to be able to compete in a discriminating job market and industrial community. They must develop independence and leadership through greater responsibility and enhance self esteem. Although isolation perpetuates disparities and prejudices, ways must be found to harmoniously compromise cultural identity

preservation with socio-economic growth and development.

I trust that the issues which I have discussed will be of interest and concern to the Commission. I offer the services of our group to the Commission if there is a perceived need for our group related to research or for psychiatric opinions pertaining to native mental health.

R E F E R E N C E S

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H O M E

My home, where the aurora borealis
Pulses with vitality,
Where the bright stars shine
Against a midnight-blue sky,
Where the full moon illuminates
The broad expanse of pine trees
On which shrouds of sparkling snow hang,
Where the snowbirds rest peacefully,
Where the wild animals pad softly
Looking around curiously or searching for prey.
This is my home.

Home, where the frost bites cruelly, despite
The sun's shining vigorously.
Where the dog teams race,
Where the ski-doo's glide across the ice
And narrow snow tracks,
Where the airplanes take off
And fly against the force of the rising wind.
This is my home.

I cherish even more
That land of freedom,
Where I found that peace of mind
That carefree feeling
That intense life and beauty
And that sweet contentment,
With the knowledge
That it was won so dearly
And reserved for me.
For this, I am thankful to the Great Manitou.
May we learn through His great love, strength and wisdom
To cherish our liberty and to live for peace.

----- Iona Weenusk

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

ONTARIO MINISTRY OF COMMUNITY
& SOCIAL SERVICES

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

ONTARIO MINISTRY OF COMMUNITY
& SOCIAL SERVICES
8th Floor, 111 Larch Street
Sudbury, Ontario

PRESENTED AT

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ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT
416/965-9286

MANULIFE CENTRE
55 BLOOR STREET WEST
ROOM 801
TORONTO, ONTARIO
M4W 1A5

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Royal Commission on the
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SUBMISSION TO:

ROYAL COMMISSION ON NORTHERN ENVIRONMENT

BY: MINISTRY OF COMMUNITY
AND SOCIAL SERVICES,
GOVERNMENT OF ONTARIO

DECEMBER, 1977

INTRODUCTION - THE SOCIAL SERVICES ADMINISTRATIVE SYSTEM

The purpose of this paper is to outline the interests and responsibilities of the Ontario Ministry of Community and Social Services in that area of the Province north of latitude 50⁰.

Social services is a relatively important factor in the social life of the area though the term itself resists precise definition. It is tempting simply to say that "Provincial Social Services" is what the Ministry of Community and Social Services supports. This includes living allowances to the poor, ("income maintenance") residential care for the aged, the retarded or other disadvantaged persons, programs in the community to sustain such persons, remedial programs of counselling and rehabilitation, and a variety of services to children.

The social services administrative system is also complex in that four levels of government are involved - federal, provincial, municipal and the Indian Bands - and a host of private agencies participate.

North of 50 much of this complexity of services and systems disappears since there are no more than six municipal governments in the area and the only private social service organizations of large size are the Children's Aid Societies.

Outside the municipalities, the social service administrations operating in the area are: the Federal Government, through the Departments of National Health and Welfare and Indian Affairs and Northern Development; the Ontario Government, through the Ministry of Community and Social Services, and the Indian Band Councils.

The programs of the Ministry of Community and Social Services can be discriminated into three types: those delivered directly by the Ministry; those delivered by local government structures such as municipalities and Indian Band Councils; those delivered by private agencies supported in whole or in part by government, such as the Children's Aid Societies.

The Ministry programs are universal in the sense that they are legally available to any eligible person living anywhere in Ontario. There are no legal restrictions that would prevent anyone in the area north of 50 receiving these services. There are practical restrictions insofar as the facilities for delivering some programs may not exist in some regions.

INCOME MAINTENANCE PROGRAMS

The largest Ministry program, in terms of dollars spent and persons benefitted, throughout Ontario is Family Benefits under the Family Benefits Act.

These are living allowances paid to persons and families unable to support themselves and likely to be in need for an extended period. Eligible persons include - the elderly, blind, disabled and permanently unemployable, mothers with dependent children and foster parents caring for foster children. In addition to the monthly cheque for maintenance, medical, dental and medication benefits are given.

In Ontario as a whole 2.8% of the population receive a Family Benefits allowance. In the area north of 50, as in the north generally, the percentage is higher. It is estimated that 8.3% of the population receives this form of social service in the north of 50 region.

General Assistance under the General Welfare Assistance Act is a parallel program of living allowances with the difference that these are paid to the unemployed as well as to the unemployable and the program is administered by local government, i.e. municipalities and Indian Band Councils.

Local government is required to issue General Assistance to any eligible person. In addition, local government may, at discretion issue Supplementary Aid to recipients of Old Age Security, Family Benefits and Vocational Rehabilitation allowances in order to help to meet costs for such items as fuel or shelter. Also, at discretion, local government may grant Special Assistance to any person in need to cover optical and dental costs, prosthetics, transportation, vocational training or other specific requirements.

Visiting homemakers and visiting nurses may also be engaged to assist in homes where the mother is temporarily absent or incapacitated or an ailing person requires attention.

Local governments have the authority under legislation to supply a variety of other social services, including counselling of various kinds, but this extension of service is not likely to be practical for small, isolated municipalities.

Provincial government subsidies to Municipalities and Bands range from 80% on General Assistance to 50% for staff costs and other services.

The six municipalities north of 50 are Sioux Lookout, Ear Falls, Red Lake, Balmerton, Pickle Lake and Nakina, and each administers General Welfare Assistance separately through the municipal office. As an over-all average, 1.5% of the population of these municipalities receive General Assistance which is equal to the Ontario average of 1.5%.

In the six municipalities there are 242 persons or 2.2% of the population receiving a Family Benefits allowance.

In all 3.7% of the population of the six municipalities are dependent on these two types of income maintenance. The need for assistance in these municipalities does not vary significantly from the Ontario average of 4.2%.

The situation is significantly different in municipally unorganized area and on Indian Reserves.

In those wide, thinly populated areas north of 50; not part of a municipality or an Indian Reserve, the Ministry acts in the role of a local government issuing aid under the General Welfare Assistance and the Homemakers and Nurses Services Act and other legislation.

According to available information, the total population of the unorganized, non-reserved area north of 50 is about 6831 persons. At this time, 1204 of these persons are dependant on General Assistance and 579 dependant on Family Benefits allowances. Thus 1783 persons or 26.1% of the total population were, at least in the month of October, dependant upon social services allowances.

On Indian Reserves, Family Benefits allowances are paid directly to individuals by the Ministry, but the Department of Indian Affairs and Northern Development is primarily responsible for issuing shorter term aid corresponding to General Assistance.

Eleven years ago the Province of Ontario signed two agreements with the federal government in regard to welfare services and to community development services for registered Indians. Indian Band Councils could thereafter be given the same authority as municipalities under the General Welfare Assistance Act and related legislation. A Band Council may apply to the two levels of government and, after an approval process, take over the administration of local social services on the Reserve.

The total cost of issuances and of administration is derived from federal and provincial grants and subsidies.

At this time, out of the 110 Reserves in Ontario, 85 have assumed the administration of their own social services. North of the 50th parallel, 21 of the 37 Reserves carry out this administration. On the 16 remaining Reserves, the federal authorities continue to issue aid usually equivalent to the prevailing rates and policies of General Assistance.

The Indian Bands have administered social services in a satisfactory manner and the number of approved Bands grows year by year, as the more remote communities gain administrative knowledge.

Ministry staff experience extraordinary transportation problems and expense in reaching the farther Bands. We find also that the relationships of a Band Welfare Administrator in a small community, where a relatively large proportion of the population are recipients, are not easy ones and there has been a high turn-over of administrators. This requires continual training of new staff by the Ministry. Also, in the north, most Bands have remained at the stage of simple issuance of aid without being able to proceed to more advanced social services such as counselling or rehabilitation. This is chiefly due to a lack of resources and opportunities in the environment.

The number of persons and the percentage of population on the Reserves dependant upon welfare assistance is outstanding. Taking together those Reserves administering their own assistance and those where Indian Affairs administers the payments, we estimate that at present 40% of the population receives these forms of aid. Additionally, on the Reserves about 10% of the population is dependant on Family Benefits allowances. Thus about 50% of the total population on the Reserves is at some time of year living wholly or chiefly on these three forms of social service payments.

There are seasonal variations. We know from experience that in some months the volume of cases declines substantially; in other months, it rises. In Moose Factory, for example, the caseload varied 100% between January and June while in Attawapiskat the variation was less than 20%. We have not had the opportunity to study this variation precisely over the whole area or the reason for it.

Statistical schedules are attached to this submission but we wish to caution that we do not claim total accuracy in detail for these figures. They were hurriedly gathered from a variety of sources. We believe that over-all they present a fairly accurate estimate of the situation.

SUMMARY - INCOME MAINTENANCE PROGRAMS

In summary, if we let the term "social welfare income maintenance" refer to General Welfare Assistance, Family Benefits allowances, and assistance issued by Indian Affairs, we estimate as follows for October, 1977:

In the municipalities, with a total population of 10,799, there are 401 persons, (3.7%) of the population receiving maintenance.

In the unorganized area, with a population of 6,831, there are 1,783 persons, (26.1%) of the population receiving maintenance.

On the Reserves, with a population of 12,059, there are 6,109 persons (50.6%) of the population receiving maintenance.

Over-all, in the region north of 50 latitude, with a population of 28,329, there are 8,293 persons (28%) of the population receiving maintenance.

Because of seasonal variations, it is difficult to estimate accurately the direct cost of this income maintenance but that would be in the neighborhood of \$7 million dollars annually.

These figures scarcely bear comparison with those for the total Province where about 4.2% of the population receives these forms of maintenance.

These statistics do not count persons who may be receiving other forms of governmental aid such as Unemployment Insurance, Old Age Security, Workman's Compensation or War Veterans Allowances.

DAY NURSERIES

Day Nurseries for pre-school children is a growing social service in Northern Ontario. A Nursery promotes children's social development as well as providing care when parents are absent at work. Seven Day Nurseries are located north of latitude 50.

There are municipal Day Nurseries at Red Lake and Ear Falls licenced for 45 children each. A half day, privately supported, Nursery is located in Sioux Lookout. There are Indian Band operated centres at Grassy Narrows and Whitedog, licenced for 30 children each, and one maintained by the Moose Factory Band for 19 children. The James Bay Education Centre at Moosonee operates a half-day Nursery program for 52 children under agreement with the Ministry.

All these Nurseries, except those at Sioux Lookout and Whitedog, were built with 100% capital funding through the Ministry. The operating subsidy under the Day Nurseries Act is 80% of expenditures.

INSTITUTIONAL CARE AND TREATMENT

Institutions giving residential care and treatment are usually located in catchment areas with a relatively large and dense population. The Ministry supports or operates a variety of institutional centres under the Homes for Aged Act, the Charitable Institutions Acts, the Developmental Services Act and other legislation. These include Homes for the Aged, residences, workshops, and treatment centres for the mentally retarded, the blind, the handicapped and for children.

North of 50 there is a workshop for the retarded in Red Lake and a community residence and a life skills program for the retarded in Sioux Lookout. A community hostel for transients in Red Lake has been in part funded by the Ministry.

The District of Kenora Home for the Aged operates a 22 bed satellite home at Cochenour in the Improvement District of Balmertown.

Social service institutions are few north of 50 due chiefly to the small and scattered population. Persons requiring such special services are assisted to travel southward. There is no record at hand of the number of people from North of 50 who may be in institutional care outside that region, such as in Homes for the Aged. It is unlikely that that figure is significant since the proportion of elderly people, particularly among the Native population, is not large because the rapid growth of that population is a phenomenon of recent years. The question of residential, or other, care for the elderly unable to live alone is, nonetheless, a matter of growing concern.

CHILDREN'S SERVICES

The question of the protection and care of children has been a salient concern for some time. The Children's Aid Societies operating under the Child Welfare Act, under Ministry jurisdiction, serve the total region north of 50. Their task is difficult because of distance, terrain, climate and dearth of communications and insofar as they deal with native families whose language, culture and environment may be in some respects, different. The incidence of what the Societies deem child neglect and abuse is high, requiring frequent intervention.

The Children's Aid Societies have two main approaches to such cases. The first step is protection of the child, leaving the child in its own home and supplying counselling, guidance and monitoring. If necessary a second step is to remove the child for placement briefly in an assessment centre and then, as indicated, in a temporary foster home, or treatment centre always looking towards restoration of the child to the family unless this proves impractical and adoption must be considered. Because of the obstacles mentioned, the protection function is often difficult to apply and children may be removed from their home in a larger proportion of cases than elsewhere to the discontent of native communities. The problem is under study with the Ministry in hopes of a more satisfactory resolution.

We estimate that at present about 1,000 children whose residence is north of 50 are either under protection or in care of Children's Aid Societies.

The cost to the Children's Aid Societies for cases in unorganized areas and for Indians is paid 100% through the Ministry. The Societies generally obtain total funding from one government or the other and operate according to provincial legislation.

PRIVATE AGENCIES

Private, non-governmental, social service agencies are almost non-existent in the area North of 50. There are, for instance, few counselling agencies that might assist persons troubled by alcoholism, debt, child care, marital or other family problems. In the southerly parts, of the Province, it is normal for municipal governments or the Ministry to purchase from or otherwise support these agents of social programs but beyond the 50 line of latitude government employs whatever qualified staff may be available for such services.

MINISTRY STAFF NORTH OF 50

The Ministry of Community and Social Services has three local offices in the area; one at Red Lake with two staff; a second at Sioux Lookout with three staff and the third in Moosonee with 2 staff.

Other Ministry staff regularly travel through the North of 50 area. Some live in communities just south of the line as at Dryden, Geraldton, and Cochrane; others work out of the District offices of the Ministry at Keewatin; Thunder Bay and Kirkland Lake.

The staff is composed of field workers in the income maintenance programs of Family Benefits and General Welfare Assistance; consultants for Day Nurseries, consultants for Homes for the Aged and programs for the elderly, counsellors and consultants in Vocational Rehabilitation Services, social services, community development, probation and corrections and other children's services and services to the retarded. Specialist staff from Ministry headquarters in Toronto occasionally visit the area.

Most of the communities north of 50 can communicate readily with Ministry offices by toll free, "Zenith", telephones or other telephone and radio services.

COMMENTARY ON SOCIAL AND ECONOMIC PROBLEMS

This paper is not based on a sociological study of the region north of 50 but is written from the single point of view of the Ministry of Community and Social Services. The time constraints did not allow for research beyond the limited Ministry experience in this area. This experience suggests rather than answers questions about the prevailing conditions of social and family life.

Other studies have noted a higher than normal incidence of unemployment, poverty, alcoholism, crimes of violence, accidents, and child neglect in various areas. But these papers usually refer either to the whole of Northern Ontario or to the North-Western or North-Eastern sections. It is unclear as to what is the incidence of such social ills in the specific territory north of the 50th parallel. The practical experience of Ministry staff indicates that the incidence is quite high in some communities and relatively low in others. A more exact survey to extract sound information would be desirable.

This Ministry paper shows that the incidence of dependency upon social service income maintenance allowances north of 50 is extraordinarily high. The statistics, although admittedly hastily collected and approximate, indicate that nearly one third of the population is thus dependant and on Reserves about one-half of the population.

This raises the question which would be of central interest to the Commission as to how the inhabitants of this area actually derive their livelihood. It would be well worthwhile to analyze and answer this question, perhaps in the following terms: how much is derived from harvesting the lands, forests and waters and consuming or selling the produce? How much is obtained from employment in modern commercial activities such as guiding, tourist accommodation, lumbering, forestry, milling, mining and transportation services? How much is obtained from employment in government sponsored projects such as Municipal and Band administration of social services at all government levels, Canada Works projects and others, such as the National Native Alcohol Abuse project?

Finally how much of the total livelihood of the people is supplied by direct payments of welfare assistance or other similar income maintenance from all levels of government?

Such an analysis would reveal to what extent the area north of 50 is now a society, that is wealth-producing, or self-supporting, or dependant. This is an indispensable preliminary to any judgements as to future economic development.

The question is also of concern to social services which is directly and continually affected by economic conditions. Poverty is the cause of many personal and social ills of which prosperity is the cure.

Broadly speaking, social services has a rescue function and a remedial function. If a person needs financial aid, or care, or protection, public social services can come to the rescue with a wide range of helping programs. But if that person has the potential of becoming independent of public assistance, social services has the responsibility to offer the remedies that will enable that goal to be attained. Much of that rehabilitation or habilitation depends upon the surrounding social conditions, especially the economic circumstances.

The handicapped and disadvantaged person can be prepared for employment and a better life by rehabilitative efforts but those efforts can be worse than useless if there are no jobs available. The alcoholic or other maladjusted individual can be better adjusted and motivated but unless he can go on to normal productive living there is likely to be relapse and failure. The ordinarily unemployed will remain dependant indefinitely if no chance for independence appears on the horizon.

Public social services are not job creating agencies and must depend upon the employment opportunities in the immediate community or the ability of persons to move where employment can be found.

In most of the communities north of 50, social services are severely hampered in proceeding from the simple rescue functions, to any remedial functions. There are two reasons for this; the local job opportunities are very few, or non-existent, and the population is not mobile. The great distances involved restrict movement but, more than this, there are social-cultural restrictions. The long-term inhabitants of the small communities in that region would be reluctant to leave a familiar environment to travel southwards and begin a new life in a different setting. This is probably true of the Indian people on Reserves and in unorganized area; and it is not the policy to require, or to urge them to leave their cultural and social relationships.

Many of the communities do not have, at present, an economic base sufficient to provide productive employment for more than a small part of the employable population. This lack of economic base is a fundamental social problem and from the resultant poverty and idleness probably arise many personal and social ills. Until such communities attain a healthy economic life, or some other changes, as yet unforeseen, take place, the incidence of social problems and the need for social services is likely to remain high.

FUTURE PROSPECTS

The Ministry will endeavour to maintain the present level of services in the face of current restraints on staff and expenditures, and to effect improvements as opportunities are found to do so.

We expect that more Indian Band Councils will choose to administer their own social services and Bands will continue to be approved for that purpose at a rate of three to six annually.

Although funds are unavailable at present, it is expected that in future years more Day Nurseries will be established in various communities.

A wider responsibility for children's services was transferred to the Ministry this year, including children's mental health facilities, training schools and observation and detention homes which will lead to a closer integration with the services of Children's Aid Societies, Day Nurseries and programs for the mentally retarded. The beneficial effects should be felt in the North of 50 region when re-organization is completed.

The Ministry of Health and the Ministry of Community and Social Services are in process of studying their opportunities for a closer co-ordination in the northern areas which may lead to some sharing of local offices, facilities and information exchange.

The federal Department of Indian Affairs and Northern Development is beginning a comprehensive review of social services to Indians and the Ministry will participate in the study committee as it is participating in the Community Employment projects and other joint efforts to improve living conditions in this region where public social services are obviously an important factor in social life. The Ministry is, thus, deeply interested in the progress of this Royal Commission on the Northern Environment.

RECIPIENTS OF ASSISTANCE IN MUNICIPALITIES
NORTH OF THE 50TH PARALLEL - OCTOBER 1977

-----NUMBER OF PERSONS ON ASSISTANCE-----					
	TOTAL POPULATION	ON G.W.A. POPULATION	% OF POPULATION	ON F.B.A. POPULATION	% OF POPULATION
STOUX LOOKOUT	3106	51	1.6	79	2.5
EAR FALLS	1936	38	2.0	26	1.3
RED LAKE	2290	41	1.7	91	3.9
BALMERTON	2047	17	0.8	18	0.8
PICKLE LAKE	713	2	0.2	18	2.5
NAKINA	680	10	1.4	10	1.4
TOTALS:	10772	159	1.4	242	2.2
				401	3.7



RECIPIENTS OF ASSISTANCE IN MUNICIPALLY
UNORGANIZED AREAS NORTH OF 50 - OCT/77

<u>UNORGANIZED AREA</u>	<u>TOTAL POPULATION</u>	<u>PERSONS ON G.W.A.</u>	<u>PERSONS ON F.B.A.</u>	<u>TOTAL RECIPIENTS</u>
Thunder Bay District Office	2070	380	330	710
Kirkland Lake District Office	1200	360	92	452
Keewatin District Office:				
Deer Lake	326	90	33	123
Poplar Hill	171	123	6	129
North Spirit Lake	183	47	19	66
McDowell Lake	17	4		4
Slate Falls	64	25	12	37
Other Places	<u>2800</u>	<u>175</u>	<u>87</u>	<u>262</u>
TOTALS:	6831	1204	579	1783

RECIPIENTS OF GENERAL ASSISTANCE, OF F.B.A. AND INDIAN
AFFAIRS ASSISTANCE ON RESERVES, NORTH OF 50TH PARALLEL
OCTOBER 1977

INDIAN RESERVE	POPULATION	-----NUMBER OF PERSONS ON ASSISTANCE-----			TOTAL RECIPIENTS	% OF POPULATION
		ON G.W.A.	ON F.B.A.	ON D.I.A.N.D. AID		
FORT HOPE	650				310	41.3
MARTEN FALLS	100	225	85			
MOOSE FACTORY	1286	211 <i>M.C.</i>	80		291	22.6
ATTAWAPISKAT	1195	456 <i>J.M.C.</i>	54		510	42.6
GRASSY NARROWS	413	108	68		176	42.6
BEARSKIN LAKE	273	109	43		152	55.6
WUNNUMIN LAKE	260	200	44		244	93.8
CAT LAKE	237	95	54		149	62.8
KASSABANIKA	377	133	38		171	45.3
KINGFISHER	219	140	42		182	83.1
NORTH CARIBOU LAKE	434	60	46		106	24.4
ISLINGTON	528	236	86		322	60.9
FORT ALBANY	895		60	271 ✓	331	36.9
KASHECHEWAN	771 ✓		58	573 ✓	631	81.8
WINISK	235		6	60 ✓	66	28.0
PITANGIKUM	766		86	535	621	81.0
OSNABURG	501		50	171	221	44.1
MUSKRAT DAM LAKE	123		7	27	34	27.6
SACHIGO LAKE	201		14	137	151	75.1
ANGLING LAKE	166		33	90	123	74.0
BIG TROUT LAKE	632		81	127	208	32.9
SANDY LAKE	1105		195	729	924	83.6
LAC SEUL	468		32	87	119	25.4
FORT SEVERN	224		23	44	67	29.9
TOTALS:	12059	1973	1285	2851	6109	50.6

POPULATION RECEIVING CERTAIN TYPES OF SOCIAL WELFARE INCOME MAINTENANCE - NORTH OF "50"

AREA	POPULATION OF AREA	GENERAL ASSISTANCE		FAMILY BENEFITS		TOTAL RECIPIENTS	
		PERSONS	% OF POPULATION	PERSONS	% OF POPULATION	PERSONS	% OF POPULATION
On Reserves	12,059	4824	40.0	1285	10.6	6109	50.6
In Unorganized	6,831	1204	17.6	579	8.5	1783	26.1
In Municipalities	10,799	159	1.5	242	2.2	401	3.7
TOTALS:	29,689	6187	20.8	2106	7.0	8293	28.0

NOTES:

1. General Assistance here means General Assistance under the General Welfare Assistance Act of Ontario plus income maintenance paid by the Department of Indian Affairs and Northern Development.

2. Family Benefits here means an allowance under the Family Benefits Act of Ontario.

3. In Ontario as a whole - 1.5% of the population received General Assistance in March, 1977.
- 2.8% of the population received Family Benefits
- 4.2% of the population received these allowances

NORTH OF THE 50TH PARALLEL

RESERVES

ANGLING LAKE 1
ANGLING LAKE 2
ATTAWAPISKAT 91
ATTAWAPISKAT 91A
BEARSKIN LAKE
BIG TROUT LAKE
CARIBOU LAKE
CAT LAKE
CONSTANCE LAKE
DEER LAKE
ENGLISH RIVER # 6
ENGLISH RIVER #21
FACTORY ISLAND
FORT ALBANY
FORT HOPE
FORT SEVERN (NOT YET A RESERVE)
ISLINGTON (WHITEDOG)
KASSABANIKA
KINGFISHER 2
KINGFISHER 3
LAC SEUL
MARTEN FALLS (OGOKI)
MOOSE FACTORY
MUSCRAT DAM LAKE
ONE MAN LAKE
OSNABURG 63A
OSNABURG 63B
PIKANGIKUM
SACHIGO 1
SACHIGO 2
SACHIGO 3
SANDY LAKE
SWAN LAKE
WABIGOON LAKE
WAGASKANG
WINISK
WUNNUMIN LAKE

BANDS APPROVED UNDER THE GENERAL WELFARE ASS'TCE ACT

ATTAWAPISKAT
ATTAWAPISKAT
BEARSKIN LAKE
CARIBOU LAKE (WEAGAMOW)
CAT LAKE
CONSTANCE LAKE
CONSTANCE LAKE (SEE CONSTANCE LAKE)
GRASSY NARROWS
FORT HOPE
ISLINGTON
KASSABANIKA
KINGFISHER 2
KINGFISHER 3
MARTEN FALLS
MOOSE FACTORY
MUSCRAT DAM LAKE (TO START DEC 1/77)
OSNABURG (FEB. 78)
OSNABURG (FEB. 78)
PIKANGIKUM (to start)

WABIGOON

WUNNUMIN LAKE

SETTLEMENTS

DEER LAKE
KINGFISHER 1
LANDSDOWNE HOUSE
NORTH SPIRIT LAKE
WEAGAMOW
WEIBEQUE
WINISK POST
POPLAR HILL
KAPISKAU

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

THE CANADIAN COALITION FOR NUCLEAR RESPONSIBILITY

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977



Ontario

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

CANADIAN COALITION FOR NUCLEAR RESPONSIBILITY
373 Roosevelt Avenue
Ottawa, Ontario
K2P 1Y9

PRESENTED AT

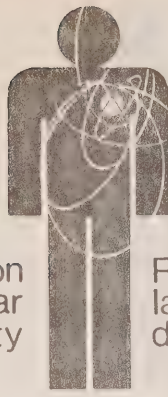
Toronto

on

December 15, 1977

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT
416/965-9286

MANULIFE CENTRE
55 BLOOR STREET WEST
ROOM 801
TORONTO, ONTARIO
M4W 1A5



Canadian Coalition
for Nuclear
Responsibility

Regroupement pour
la surveillance
du nucléaire

No. 196

Royal Commission on the
Northern Environment

This exhibit is produced by

Canadian Coalition for Nuclear Responsibility

this 15 day of Dec 1977

Ap. Jan.

Submission to the Royal Commission on the Northern Environment

Ontario Institutet for Studies in Education Auditorium

December 15, 1977

Submitted by Patrick Dare, Secretary-Treasurer, C.C.N.R.



Canadian Coalition
for Nuclear
Responsibility

Regroupement pour
la surveillance
du nucléaire

Mr. Justice Hartt, I am Patrick Dare representing the Canadian Coalition for Nuclear Responsibility. Our group is the largest environmental coalition in the country, comprised of some two hundred community groups across the land. The various groups which make-up the coalition are church, fishermen's, farmers', and women's groups. I am here to voice the concern of our members' about the northern environment of this province. We are grateful for the opportunity to present our thoughts to the Commission here tonight.

Since its inception in 1975, the coalition has discovered that the environmental issue is holistic. The interdependent nature of the environment has meant that our coalition has broadened its view of the environment from the specific issue of nuclear power to the wider issues of alternative energy sources, the social and economic consequences of development and the broad environmental picture generally. Therefore, it is with great interest that we view this Commission.

As our society evolves, we discover that due to the increasing demands of contemporary lifestyles, accompanied with the realization of the finiteness of resources, and the careful balances of the natural world; energy has become a crucial issue in our future.

Without careful consideration, our energy future could be a damaging fact of life, should we hastily choose the incorrect energy path. It is absolutely critical that one realizes the central role of energy policy in future development.

The most pressing developments in the energy field for the north, are the ever increasing energy demands of a very powerful southern community. Without a drastic conservation strategy this element will become even more central to the north's future than it already is. Energy now, is the focal point for the interface between the southern and northern communities of Ontario.

Already, the north is becoming aware of the immediate importance of energy through such projects as coal-fired stations presently in existence.

Future northern projects are largely energy projects such as the Albany river system project, or, the Polar Gas project. If not energy projects, they are energy intensive endeavours such as that of Reed Paper.

Of course, our paramount concern is the future of the north in relation to nuclear power. The possibility of reactor development in the north seems more likely as southern resistance to the nuclear path grows.

Of immediate concern is the problem of nuclear waste management, which has been accentuated by Dr. Hare's recent report to the federal government. Dr. Hare writes,

"...remoteness from settlements will probably be preferred by most members of the Canadian public. Few people want to see the repository close to their own homes. Hence the inhabitants of densely settled southern Ontario are likely to opt overwhelmingly for disposal in remote, central or northern areas..."¹

The alarming truth is that Dr. Hare's comments are quite accurate. Therefore, nuclear waste management must be of essential concern to the north, and therefore, to this Commission.

While there is no proven method for the safe disposal of nuclear wastes, resistance in the south clearly indicates the real possibility that the politically weak north will become the dumping ground for that which is politically unacceptable in the south.

In the broader issue of energy generally, one sees that the north possesses the opportunity to follow its own energy path, learning from the mistakes of the south. Intensive centralization of energy sources is now being questioned. The endless spiral of consumption is also being examined.

In a recent report by the Science Council of Canada on the "conserver society", decentralization and sensible consumption patterns were encouraged.

The report examined the concept of "total costing" which recognizes that patterns of development and consumer growth have costs beyond those of the manufacturer. Costs to society, whether they be economic, social, or physical, must be taken into account. Our coalition advocates responsibility in growth, and the recognition of future human costs.

This Commission has the opportunity to examine alternatives in energy and lifestyles. Energy self-sufficiency would be a worthy goal for the north. Appropriate alternative technologies such as wind power should be examined. Any study of a contemporary society and its environment will inevitably lead to a confrontation with the energy element in the life of a community.

It should be noted at this time that in Ontario, the Porter Royal Commission on Electric Power Planning will likely not be active in an intensive manner in the north. We feel that this Commission should investigate the energy issue as it relates to the particular culture, lifestyles and problems of the north.

1. Hare, F.K., The Management of Canada's Nuclear Wastes, EMR 1977 p. 55.

...3

Our coalition views this Commission as historically significant, in the lineage of the Berger Commission. We wish the Commission well in its monumental task, and hope that we will be able to contribute to its success, in the name of the present and future communities of our society.

Thank you.

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

(A.C.T.I.O.N.)
THE ASSOCIATION OF CONCERNED
TORONTONIANS INQUIRING INTO
ONTARIO NORTH

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

The Association of Concerned
Torontonians Inquiring into
Ontario North (A.C.T.I.O.N.)

PRESENTED AT

TORONTO

ON

December 15, 1977

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT
416/965-9286

MANULIFE CENTRE
55 BLOOR STREET WEST
ROOM 801
TORONTO, ONTARIO
M4W 1A5

A.C.T.I.O.N. -- The Association of Concerned Torontonians Inquiring into
Ontario North

PRELIMINARY BRIEF TO THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

Toronto

December 15, 1977

Mr. Justice Hartt:

A.C.T.I.O.N., the Association of Concerned Torontonians Inquiring into Ontario North, is a group of interested and committed citizens which evolved out of the Ontario North Today Programme in Toronto, during October 1977. While currently residents of Toronto, most members of the group have a long-standing interest in Northern Ontario. Some have lived there. Some have worked there. All are concerned with the issues of Northern Development. We meet regularly and often to discuss matters which immediately affect the northern sections of the province, and to consider the potential repercussions of northern development upon the province as a whole. We are concerned about the rights of native peoples north of the 50th parallel. We are also concerned about the manner in which southern interests are affected by the issues within your mandate. We therefore support the right of all Ontario residents to make a meaningful contribution to the Royal Commission on the Northern Environment.

The scope of your mandate demands that this right be recognized. Although of immediate and crucial concern to the people north of the 50th parallel, the development of provincial resources cannot help but affect the lives of people throughout the province. Indeed, since northern resource exploitation is often rationalized in terms of southern needs, it is incumbent upon interested southerners to examine and question such needs. The results of this examination should help your Commission to decide whether the purported benefits of resource development, enjoyed mainly by the south, can justify the environmental, economic and cultural costs of resource exploitation, experienced mainly in the north. The effect of various forms of development upon the northern environment is therefore a fundamental issue for the consideration of the province as a whole.

This large issue can be broken down into smaller component questions which the Commission ought to investigate. What have been the costs of current approaches to resource development? --to the provincial taxpayer, in terms of direct taxation and indirect tax subsidies? --to the affected population, in terms of boom-bust economic cycles, and the resultant erosion of traditional forms of social livelihood? --to the province itself, in terms of the devastation of its physical environment? What have been the benefits of current approaches to resource development? --in terms of stable job prospects? --in terms of profits derived from capital investment? --in terms of a planned and rational usage of both renewable and non-renewable resources in the province? How have these costs and benefits been distributed among the population of the province? Furthermore, are the real economic benefits not, in fact, flowing beyond our national borders? Such questions are concerned with past and current patterns of development.

Beyond this, your Commission also has a mandate to investigate alternatives for the future. In the long run, this may be the most important aspect of your deliberations. Are development proposals for the north--specifically, projects like the Reed Paper Cutting Area and Mill Complex, the Polar Gas Pipeline, the Onakawana Lignite Mine and Power Plant, the Five River Water Diversion and Power Development Plan, and large scale Uranium Exploration Schemes--significantly better than historical patterns of development? Have alternative forms of forestry management and processing, and energy or mineral extraction more in tune with the natural environment, been tested or studied? In short, what kind of development will best serve the people of Ontario in the future?

These are not simply economic issues about resource extraction in the north. They raise questions about our political process, and the way in which decisions are made within this province. These questions also fall within your mandate, and demand the attention of your Commission. How can the political structures of the province be decentralized to ensure that all of the people of Ontario have a meaningful input into the decisions which affect their lives? How can the people who are most directly affected, but who have traditionally been denied any input, gain some measure of control? How can your Royal Commission ensure that the opinions of the people of the province are heard, respected, and acted upon?

These questions, and the larger issues which they address, are always difficult and sometimes uncomfortable. They are nonetheless fundamental to the mandate of the Royal Commission on the Northern Environment. They are crucial to the future development of this province. The investigative hearings of your Commission should provide the people of Ontario with an opportunity to examine the complex matter of environmental development, and thereby to consider and perhaps change the future direction of our society. As a group, we look forward to this chance to reflect upon these issues, to examine all viable options, to formulate our position, and finally to articulate our fears, our hopes and our proposals. We believe that it is our right to do so. We know that it is your responsibility to ensure that this is possible.

To that end, we would like to make the following suggestions about the format and structure of the Commission:

FIRST, BECAUSE THE ISSUES INVOLVED ARE PROVINCIAL IN SCOPE, IT IS ESSENTIAL THAT HEARINGS BE HELD THROUGHOUT THE PROVINCE. Since the people north of the 50th parallel are most obviously and directly affected, every person in every northern community must be given an opportunity to be heard. Since your decisions will also have important ramifications throughout the south, hearings should likewise be convened in every southern community which expresses an interest. Unless you are willing to do this, your ultimate recommendations will be based upon an incomplete sampling of concerned opinion within the province.

SECOND, THE COMMISSION SHOULD INSURE FULL AND EFFECTIVE PUBLIC PARTICIPATION WITHIN THE HEARINGS. The schedule and the agenda of the Inquiry must remain flexible enough to permit all concerned people to make presentations to the Commission. Sufficient advance notice of sessions, and adequate funding for any potential contributors are necessary in order to ensure that people have the time and the resources to prepare their submissions.

Otherwise, your recommendations once again run the risk of reflecting an inadequate cross-section of public opinion within the province.

THIRD, THE COMMISSION HAS A RESPONSIBILITY TO INTERPRET ITS MANDATE LIBERALLY. It should carefully examine the potential individual impact of all proposed major development projects, as well as the potential cumulative impact of wide-scale development in the north. Steps should be taken to publicize all available information about known projects. At the same time, the Commission should actively investigate rumored projects about which little is currently known, and should make any uncovered information available to the public.

The Commission must not arbitrarily restrict itself to issues and proposals north of the imaginary line known as the 50th parallel. It should consider the environmental impact of development upon adjacent areas, and upon such Northern Ontario centres as Kenora, Dryden, Wawa, Timmins, Sudbury and North Bay. Such centres provide case studies of historical development in the north. They will also feel the immediate impact of any decisions about development north of the 50th parallel.

FOURTH, THE COMMISSION SHOULD FUND RESEARCH INTO TWO MAIN AREAS UNDER ITS JURISDICTION. It should support an in-depth study into the economic impact of northern development. It should also provide for an examination of the political processes which ultimately result in decisions about northern development. These studies should be carried out by qualified researchers, independent of the Commission.

FIFTH, THE COMMISSION MUST FOSTER PUBLIC AWARENESS OF ITS MANDATE, AND OF THE ISSUES SURROUNDING NORTHERN DEVELOPMENT. To date, little progress has been made in either of these areas. The Commission should look into the possibility of developing a programme to increase public knowledge about northern development. This programme could be organized through existing interest groups at the community level. Such groups would be able to plan a programme suitable to the specific needs and resources of their individual communities.

FINALLY, THE COMMISSION SHOULD USE ALL OF ITS INFLUENCE WITH VARIOUS LEVELS OF GOVERNMENT TO DEMAND A MORATORIUM ON ALL MAJOR RESOURCE DEVELOPMENTS IN NORTHERN ONTARIO, AT LEAST UNTIL YOU HAVE HAD THE TIME TO PREPARE YOUR FINAL REPORT. Similarly, the Royal Commission must take precedence over any ongoing environmental assessment processes which might reach independent decisions about major northern development projects. Otherwise, your Inquiry runs the risk of becoming a hollow ~~harvest~~ harvest, and the lives and opinions of affected people throughout the province become irrelevant to its conclusions.

The Royal Commission on the Northern Environment provides a unique opportunity to examine and question the fundamental ethic which directs our society. People throughout the province have both a responsibility and a right to respond to this challenge. The need for self-expression and self-determination which has already been articulated by the native peoples north of the 50th parallel, is matched by the similar need of Ontarians in the south for a viable input into the decision-making process. Ultimately, our society will be judged as good or bad, not on the extent of its material advancement, nor on the level of its technological achievement, but rather on its willingness to define these lesser matters

as contingencies in the more important pursuit of a good and ethical life. To the extent that your Commission is a means to this end, you can expect our continuing involvement and support.

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

FACULTY OF FORESTRY &
LANDSCAPE ARCHITECTURE

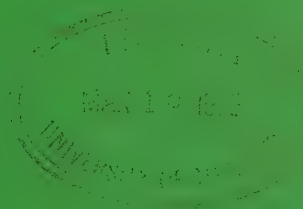
UNIVERSITY OF TORONTO

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977



Ontario

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

FACULTY OF FORESTRY &
LANDSCAPE ARCHITECTURE

University of Toronto
Toronto, Ontario

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT
416/965-9286

MANULIFE CENTRE
55 BLOOR STREET WEST
ROOM 801
TORONTO, ONTARIO
M4W 1A5

No. 198

Royal Commission on the
Northern Environment

This exhibit is produced by

Faculty of Forestry + Landscape Architecture

this 15 day of Dec. 1977

S. G. Hume

submission to:

The Royal Commission on the Northern Environment



Faculty of Forestry and
Landscape Architecture
University of Toronto

December 15, 1977

SUBMISSION TO THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

by the Faculty of Forestry and Landscape Architecture, University of Toronto

This submission to the Royal Commission on the Northern Environment is presented by the Faculty of Forestry and Landscape Architecture at the University of Toronto. The Faculty is primarily concerned with teaching undergraduate and graduate students and with forestry resources research. Subject areas include soils, silviculture, ecology, forest management, forest insects and diseases, wildlife, recreation, harvesting, policy, fire management, wood science, land use and landscape planning--all of which relate in part to the northern environment. The Faculty is concerned with the knowledge, research and related educational functions pertaining to the management of forests and forest lands of Ontario.

There is a consensus within the Faculty of Forestry and Landscape Architecture on the following topics relating to the Royal Commission's mandate. This submission is intended to list some of the pertinent issues facing forest resource managers in Ontario.

1) Support For The Royal Commission On The Northern Environment

We support the Royal Commission on the Northern Environment. Our collective experience in teaching and research leads us to believe that there is a strong relationship between public understanding and political action. We have seen many examples of mismanagement of natural resources, such as conflicts in land use and forest management, brought about largely through public misunderstanding of the importance of maintaining the productive capacity of Ontario's lands and waters. An important outcome of the deliberations of the Royal Commission on the Northern Environment will be an improvement in public understanding which should lead ultimately to better management of our natural resources, not just for the

northern environment but for all of Ontario. In fact, we suggest that the cost of the Royal Commission on the Northern Environment will be more than offset by gains in public understanding which will result in better resource management. Accordingly, we recommend that all public reports and documents arising from the Commission's activities be made easily accessible to students and teachers throughout Ontario.

2) Constructive Review Needed To Update Natural Resource Legislation

The disposition of timber rights in Ontario is administered under the authority of the Crown Timber Act. We believe the procedures used to award timber rights are unsatisfactory because they neither provide for the disposition of large tracts of timber on a competitive basis, as in the Reed situation, nor do they provide mechanisms for discussion by other people who may have interests or who may be significantly affected by implementation of the proposals. As a result, it is now imperative that the legislation under which our natural resources are dispensed, and the basic premises and attitudes on which this legislation is based, be carefully scrutinized. A critical review is particularly important for natural resources of a renewable nature, as are forests and wildlife populations, both of which can be profoundly affected by mismanagement of the forest lands which sustain them.

3) Changing Responsibilities For Forest Management

Discussions about the Reed proposal have served to emphasize a need to re-examine the basic premise of whether or not the government should be responsible for all management on all public lands. We are aware that, arising in part from the Armson report on "Forest Management in Ontario", discussions between the Ministry of Natural Resources and the forest industry are proceeding with a view to delegation by the Crown of forest management responsibilities for part of these public lands. This should not preclude an examination of what we believe is a most important and basic consideration by the Royal Commission; that is, the entire matter of management of renewable resources on Crown

land and, if delegation of management is appropriate, whether or not other forms of land ownership or control should be considered.

4) Support Needed Both For Planning And Implementation

We have seen examples of good planning in Ontario discouraged by lack of political commitment to implement the plans. We suggest that it would be revealing for the Royal Commission to study the relationship between development of plans and commitment to their implementation. Two suggested areas include: (a) Forest production, which includes regeneration, where the policy proposed in 1972 was only 50 per cent funded in 1977 (See Submission to the Royal Commission on Northern Environment by the Ministry of Natural Resources, November 1, 1977), and (b) The program to preserve and conserve Ontario's threatened and endangered species, which is supported by the Endangered Species Act, 1971, but which seems grossly underfunded.

5) Intensive Forest Management In The North Needs Further Study

Developments north of the 50⁰ latitude in Ontario must make provision for proper management of the forest resource. The Ministry of Natural Resources has indicated to the Royal Commission that intensive forest management is planned for this particular area (See Submission to the Royal Commission on Northern Environment by the Ministry of Natural Resources, November 1, 1977). Not all forest lands have the potential to be managed intensively. There are extensive areas of wetlands and of shallow soils over bedrock in the north. Experience south of the 50⁰ latitude indicates that these soil types are extremely sensitive and it is questionable, therefore, whether intensive forest management could be practiced on these lands. Undoubtedly some soils within the region have the potential for intensive forest management but, before development occurs, there needs to be a delineation of lands capable of supporting intensive forestry and lands which would be extremely sensitive to disturbance. The primary problem is the scarcity of adequate information on the soils, climate and vegetation of this region and the potential for and effects of intensive forest management.

Development of this forest resource must be undertaken in concert with an information gathering system which will allow for proper management decisions.

6) Review Fire Management In The Boreal Forest

Forest fire management in northern Ontario is the responsibility of the Ontario Ministry of Natural Resources. Approximately 30 per cent of the land north of 50° is managed to exclude wildfire. All wildfires that are detected are aggressively suppressed, if there are sufficient resources available. On the remaining 70 per cent of the land only those fires that are thought to pose a threat to human safety or property are fought. History suggests that the Ministry of Natural Resources will expand the policy of wildfire exclusion north of 50°. We suggest the Royal Commission investigate the merits of wildfire exclusion. Although fires often pose a threat to human safety, property and valuable forest resources in populated areas, fire is a natural force that, under certain conditions, can benefit forest regeneration in the Boreal Forest. We see little need to spend large amounts of money to extinguish fires that may be beneficial to society.

7) Enhance The Unique Landscape Elements Of The North

The qualitative aspects of both the natural and the cultural landscape "North of 50" need careful assessment and incorporation into the planning process. The identification of historic and unique landscapes, both natural and man-made, is required to preserve landscape elements for future planning. Attention should be directed to the development of landscape design solutions to overcome existing and potential conflicts between resource extraction and human use. The use of vegetation for shelter in the north is particularly important, as well as developing forms of dwellings and architecture responsive to the northern climate and the northern people. Also important is landscape rehabilitation following extraction to encourage the re-establishment of desirable vegetation and wildlife, and to thereby permit continued human use of

the land. The development of a comprehensive landscape management policy for Northern Ontario is needed to reflect present and future needs of its inhabitants, and of the people of Ontario as a whole.

8) The Need For Natural Areas In The North

We must harvest resources to live yet there is a compelling need to harvest wisely. A basic step in improving resource use is to compare harvested areas and products with those of a valid reference area. The reference area is kept as natural as possible and large enough to show the effect of natural processes. There should be as many natural areas as there are broad types of forests in the north. Some areas should be the size of major watersheds. A comparison of the harvested and reference areas will show the effect of harvesting and provide a benchmark against which to measure improvements in methods of harvesting and production.

9) Support For Local Participation In Resource Management

The involvement of the regional inhabitants in the development and management of the natural resources of the north is essential. This will require inputs of capital and technology which generally are not available within the region itself. It should be kept in mind, however, that the resources being developed and managed are themselves a form of capital. Both regionally and provincially there must be a commitment by the Province for the reinvestment of some of this capital back into the management of these natural resources, and this reinvestment should largely involve local industry and people. Training and educational programs must be mounted where necessary to ensure the effectiveness of such reinvestment in the north.

10) Priority Status To Maintaining Ontario's Biological Resource Base

We suggest that the Royal Commission on the Northern Environment consider giving priority status to maintaining the biological resource

base of the northern environment. Maintaining the ability of Ontario's biological resource base to contribute goods and services in perpetuity should be the highest priority in the Province. If the Royal Commission would accept this philosophy, then its mandate could become easier to fulfil. For example, we understand a major task of the Royal Commission on the Northern Environment is to evaluate the environmental impact of major new enterprises such as timber, minerals, oil and gas, pipelines, hydro-electric and nuclear power, tourism and recreation, and transportation and communications. We suggest instead the development and implementation of sound resource management policies and practices to ensure that the biological productivity of the northern environment is maintained, and that all enterprises be required to conform with the guidelines that will make this possible. Maintaining the biological resource base of the northern environment is essential to meet the long-term continuing needs of both the people of the north and of the south.

11) Ontario Needs An Annual Focus On Its Changing Biological Resource Base

In conclusion, we understand the Royal Commission plans to suggest ways to monitor the environmental effects of undertakings in the north. A new approach we suggest is to initiate the preparation and presentation of an annual biological report. This would include the appointment of a biological auditor responsible to present an annual report to parliament on the biological condition of Ontario's lands and waters. A parallel with the financial world is the auditor's report on the current financial situation. We maintain that parliament and the people need an annual focus on Ontario's changing biological resource base and propose the annual biological audit concept as a feasible way to monitor change.

Faculty of Forestry and Landscape Architecture
University of Toronto
December 15, 1977

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

THE PRESIDENT'S ADVISORY COMMITTEE
ON NORTHERN STUDIES

PRESENTED AT

TORONTO, ONTARIO

ON

DECEMBER 15, 1977



Ontario

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

THE PRESIDENT'S ADVISORY COMMITTEE
ON NORTHERN STUDIES
YORK UNIVERSITY
4700 KEELE STREET
DOWNSVIEW, ONTARIO

PRESENTED AT

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ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT
416/965-9286

MANULIFE CENTRE
55 BLOOR STREET WEST
ROOM 801
TORONTO, ONTARIO
M4W 1A5

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Royal Commission on the
Northern Environment
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BRIEF

Submitted to

THE ROYAL COMMISSION
ON THE
NORTHERN ENVIRONMENT

by

MEMBERS OF
THE PRESIDENT'S ADVISORY COMMITTEE
ON NORTHERN STUDIES

YORK UNIVERSITY

Presented at: Toronto
December 15, 1977

Mr. Commissioner, this brief is presented to you by members of the President's Advisory Committee on Northern Studies at York University. You have already heard from our students, and we have no intention of repeating their recommendations, with which we are in a large measure of agreement. Rather we would like to take this opportunity to indicate our own thinking about the inquiry and to speak about its task and performance.

It has been said in the Press that your work is more difficult, less focussed and perhaps less relevant because there are no longer any dragons to slay. We take a different position, that the absence of specific, large-scale development proposals to be assessed, offers this inquiry a unique opportunity to help fashion the framework for the future of a large part of this province and perhaps even this country. The primary question before this inquiry is one of policy - of a policy environment and of policy options, constraints and outcomes. Such an exercise depends to an extent upon research and study, but also to a high degree upon trust. The people of the north will only discuss policy questions upon which their future rests if they trust this inquiry. Whether justified or not, the impression is abroad that this inquiry is much like any other group of government or business interests that flit in and out of the north and have little appreciation of its pace, its style and the conditions of its highways. If this

image is not laid to rest, no amount of research and inquiry will establish the trust in the north and the support in the south that will be essential to the implementation of any recommendations you make.

With respect to procedure therefore, we recommend that you, Mr. Commissioner, devote some of the coming months to a personal, informal tour of the region; that you visit northerners in their own homes and their own communities without the trappings of a formal inquiry; that you make a major effort to gain personal insight and the trust of northerners as a vital basis upon which to build the more formal aspects of this inquiry. In addition, it may well be advisable, depending on the outcome of this tour, to divide the proceedings of the inquiry into three parts; formal hearings held in the north to consider expert testimony and opinion; informal, community hearings in any location where northerners express a desire to hold them; and semi-formal hearings in the south where the rest of the province has an opportunity to express its views and to hear yours. To facilitate both our first recommendation and the community hearings, we recommend the early appointment of a staff member to pave the way for this delicate and critical aspect of your work.

With respect to the substance of the inquiry, we believe that the issue of equity and equality is of paramount importance. This question must be considered within a model of interdependency,

interdependency between the north in transition and the south, also in transition under the pressure of economic decline. The interdependency of the future however must be based on mutual advantage, not upon the real and perceived exploitation of the hinterland by the metropolis. If this ideal is not clearly articulated by the inquiry, you will, we believe, inevitably be faced with the alternative of an intransigent demand for self-determination by northerners. If the demand for equality is not met, the future is certain to be one of increasing social pathology in the north, and increasingly strident demands for independence, backed inevitably by the threat of violence. It is, we feel, important to understand how this may come about.

The extraction of economic surplus from the Canadian hinterland is a hallowed tradition from the first days of exploration. The removal of this surplus leads directly to dependency, and a deepening dependency as those living on the frontier are dispossessed of their traditional lands, livelihoods and lifestyles, and encouraged, if not obliged, to participate in and orient themselves to the life of a high-intensity, high consumption market society. People in northern Ontario are now exposed or about to be exposed to the same media, the same idealised models of behaviour as us, their children socialised in just the same way as our own in the south. It is no surprise then, that they have come to make similar demands upon society. At the same time their economic surplus continues to be extracted

and exported, with little or none of this surplus value remaining in, or returning to the north for redistribution there as the basis for a more self-sufficient regional economy.

As dependency increases, social pathologies intensify as the gulf between expectations and their realisation widens. The situation is further aggravated when the process of resource extraction not only removes surplus economic value, but adds very real diseconomies to the region in the form of a polluted environment. Social pathologies increase, and are met initially by demands for increased social services and increased levels of transfer payments to cope with deepening dependency. Unfortunately, even as these are provided, the situation becomes worse. Improved social welfare, alcohol education programmes, better schools and health care; these seem to make few dents in a society in an accelerating decline. Thus, the demands for these services is slowly transformed into the single demand for self-determination, as hinterlanders come to the conclusion that their problems are not, after all, entirely of their own making, but arise because they are a colonised people who have lost control over their land, their resources and their lives. Self-determination comes to take precedence over all other demands for ameliorative measures.

This is not yet the major demand placed before this inquiry, but there is no doubt that it will be unless you can come up with a model for the achievement of equity and the

restoration of economic imbalance through the process of this inquiry. The demand will come because there is not only demonstrable economic instability in the area, as recent developments have shown, but inherent instability in the kinds of economic relationship that pertain in the north. The notion of dual economies in our northern regions has gained some credibility of late, but it is misleading to the extent that it implies a static and continuing relationship between the traditional, largely self-sufficient hinterland sector, and the modern, industrialised, metropolis based one. The dominant economy in our society, Mr. Commissioner, is a capitalist one, an economy founded upon continual expansion of output and characterised by increasing concentrations of economic power.

It is not our intention to in any way reflect upon the relative merits of the situation, but rather to indicate that the relationship between the traditional and modern sectors in the north is a dynamic one in which the latter, the dominant economy, must inevitably overwhelm and subsume the former, if for no other reason than that it must have access to the land and resources of the hinterland. The concept of duality has become prominent as industrial development slowly moves into the north to supplement the historical trade relationship between hinterland and metropolis. While in the early stages of establishment a kind of duality is discernible, in our view we are now at the stage where the demands of declining

economies in the centre will place increasingly unacceptable demands upon the resources and people of the periphery.

While we apologise for pressing this analysis at some length, we feel that it is vital for this inquiry to appreciate its implications before embarking upon substantive hearings. Without an understanding of the persistent and historical currents at work in the north, your inquiry will come to be seen as one more delaying tactic by those committed to development, and one more hollow gesture by those concerned about the destruction of their past and future in the north. This inquiry is not about data collection, validation and analysis, although these are obviously tools that it may employ to assist it. It is fundamentally about the future of a great land and its people, and an opportunity to establish a framework of equality within which this future can be discussed, debated and managed by those most concerned with and most dependent upon it.

While others have already expressed the need to collect and validate information, it is equally important to establish a means of assessing and evaluating it. To facilitate this, the inquiry should work up a tentative model of the policy process which would, in turn, assist it in identifying those areas in which it can be most effective. Simply to organise information it is necessary to begin building hypotheses, and to develop preliminary priorities and later to prepare findings,

requires hypotheses that can help to fill the large gap between the policy environment and policy outcomes. You will no doubt, Mr. Commissioner, hear about modernisation models, acculturation models, colonial models and metropolis-hinterland analyses. We have indicated that a dependency model seems appropriate to your inquiry, but it is up to you to form your own opinions, opinions that can only be assisted by time spent in the north, with northerners.

The notion of dependency alone however provides little guide to the future. While it offers a means of understanding the past and present, and of projecting a future based on these trends, it does not readily offer a means to an alternative future. Since you will necessarily be concerned with the policy environment, we suggest that interaction analysis might offer a means of identifying constraints to improvement in the present situation, and allow the inquiry to act as an agent of feasible change rather than merely go through the motions and accumulating a mass of undigested and operationally useless data. Such an approach suggests, even initially, that the following, among others, present potential blocks to the development of an alternative policy process for the north: federal, Ontario and interprovincial political constraints; bureaucratic constraints; non-governmental influences, particularly from the corporate sector; the limitations imposed by national economic priorities and strategies; environmental limitations; the needs of native people and the migration factor; and international economic factors, particularly in northeastern Ontario.

The need to view the inquiry's work in this context leads to a further lesson, namely that the problem you are confronting is essentially global in nature, and your conclusions relevant to other areas than Ontario north of 50. This inquiry is in a sense a case study of emerging peoples and hinterland regions; an examination of their options not in an expanding world economy, but within one that shows every sign of a long-term decline. Comparative studies in similar areas in Canada, in the circumpolar regions, in the northern hinterland of Australia, in the inland frontiers of Latin American may well hold lessons for any proposals you may make with respect to the future of our north. In particular they may offer means, not of bridging obvious and understandable cultural differences, but of designing a system within which widely differing cultures may co-exist and develop as social and economic equals. A fundamental prerequisite for any such recommendations must be, as we have stressed throughout, an understanding of the present policy process, and alternative models for a decolonised hinterland enjoying equality internally among its various groups and interests, and externally with the wider metropolitan society to the south.

To be frank, Mr. Commissioner we are not, at this point, very optimistic about the future of your inquiry. Bad press in the north destroys what will in any case be hard trust to earn, and in the south allows powerful groups with a vested interest in the status quo to undermine your undertaking when it is barely off the ground. Your task is a delicate one that

- That the inquiry focus a good deal of its attention upon the policy environment of northern Ontario, and on policy options, policy constraints and policy outcomes
- That the inquiry look carefully at the history of the area under consideration, and in particular consider the implications of a dependency model analysis
- That the inquiry begin at once to develop its own models for analysis as a basic prerequisite to organising and analysing the mass of material that will be presented to and developed by it
- That the inquiry gather information from areas and jurisdictions with comparable problems to those of northern Ontario.

Our own backgrounds, Mr. Commissioner, reflect experience not only in northern Ontario, but range from the Bolivian altiplano and the Great Sandy Desert to the North Slope of Alaska. We are convinced by our experience that great emphasis must be placed upon the knowledge and opinions of hinterland people themselves. They are truly the experts, however their knowledge may be characterised and presented, and they are the people without whose trust and co-operation your inquiry, let alone new policies, will be stillborn. Your inquiry must establish its legitimacy with them, it must go to them in their own time and their own places, and it must listen. You have a golden opportunity to strike a different course for the coming

generation in northern Ontario, and to suggest and outline alternatives of vital interest to hinterland peoples everywhere. It would be a great pity if the foolishness we have been hearing about were to undermine such an opportunity.

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